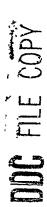# LEVEL II

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Public Relations

Proceedings of the
20th Annual Military Librarians' Workshop

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Annapolis, Maryland

20 - 22 October 1976

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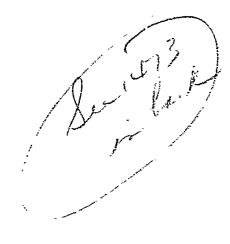LEVEL 1

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Public Relations

Proceedings of the
20th Annual Military Librarians' Workshop
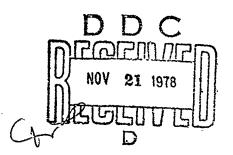
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KEYNOTE SPEECH--PUBLIC RELATIONS

Dr. Stanley Bougas
Department of Commerce Library

The theme of this workshop is public relations as it applies to libraries and librarians. Most of us wonder sometimes what public relations is all about. Into your library comes a nine year old or a sixteen year old or a very anxious cadet. Or maybe you get an officer with an urgent problem, and, depending on how you react with him or her, you interface with them. You're relating to them publicly. Now, most of us do our public relating mostly from the top of our heads, unfortunately. We do it as we go along--most of us.

How do we do it? Oh, let's put up a bulletin board. Let's put out a newsletter. Let's talk to our clients when they come into the library.

I do not recall any course in library school that tells us about public relations. Most of the time we get courses or talks--meetings like this-- which try to give us some insight into it. We have very little material in the literature. Did you notice that? I don't know how many of you have geared up for this particular session, but when I was asked to come and talk to you I said, "Hey, let's see what's in the literature." In the 1974 library literature index there are approximately 40 books and periodicals that talk about public relations. Listen to the headings under what we refer to as public relations. Number 1: PUBLIC RELATIONS OF LIBRARIES and Number 2: PUBLICITY. A "See Also" said see also EXHIBITS AND DISPLAYS. "See Also" JOHN COTTON DANA AWARDS, and that's it. Under each one of those there were only a few entries.

You must advertise your library. You must advertise its services and its collections. So, what do you do right away? Bulletin boards, news- letters, talk to your clients.

Selling the Library. Well, there's a law against selling the library, but we'll talk about what you're going to tell people about your library-- what it can do for them. You ask for improved financial support because that's what you must have to reach people. If you've got a library and only $200 in the budget you're not going to get to your clients too easily. If you have $150,000, maybe you'll do a better job.

Hard Sell, Soft Sell. How do you really make an impression on people? Do you insist that they check out a book? People come into the library sometimes just to eat their lunch or read the newspaper, take a little snooze. You can't force them to check out a book. You can't force them to read. I think the most important factor in public relations is your

staff. Are they personable? Do they smile? How many times have you gone on a busman's holiday, walked into a library, walked up to the desk and you say, "I'm Stan Bougas from the Department of Commerce Library. How are you?" They can't be bothered. They're very busy. They don't want to say, "O.K., Stan, we'll give you the 50¢ tour." You're lucky if you get the nickel tour. Smile! That helps people a lot.

Is your staff service-oriented or do they like to chain the books to the shelves, keep the doors locked? "No, we can't let you have it because it's in reference. We locked it up this morning. We won't get it out until this afternoon." Are they willing to go one or two steps beyond the normal that you expect from the staff? They're the ones that make or break your library.

Are they professional? Not professional in the sense--do they have a Doctor's Degree or Master's Degree. Are they professional in their approach to the people they are serving? Are they willing to involve themselves in the particular community that you're in? You're our post librarians, scientific librarians, technical librarians, academic librarians. The military has them all--just as we on the civilian side like to think we have them all too--all types of librarians. But are you willing to go one step further in your approach to your profession?

Another thing--is your staff visible when your clientele come in?

Full Service. When I say visible I don't mean whether they can just be seen. Are they there to do the kind of job that you, as supervisors and administrators, hired them to do, or are they just in the library doing what we call information preservation these days--locking up the books again? We're supposed to be preserving information, yes, but at the same time we're supposed to be disseminating it--getting it out.

I think the biggest factor of it all, "Do you like your job or do you just happen to be in it because suddenly one day a job came along and you became librarians or information specialists?" Do you like your job? That's half the battle, because what happens? No matter what you do about it, public relations is communication. You're trying to get something to somebody else and you're going to try to do it in the best way you know how. Some of us still have the old-fashioned card catalogs. Some of us are even still catalogers. But with OCLC, BALLOTS, NELINET, SALINET, all that, cataloging is slowly but surely becoming an art and is no longer really here. I know that's going to upset catalogers, but eventually, what have we done? You can push a button now and get catalog cards. So you have a filer. Boom! You file it. You get book catalogs. I know a lot of directors and librarians who are waiting for the day when they can take their catalog--the card catalog, that great big monster in every library-- and just throw it out the window and replace it with a terminal. But then how do you communicate that information to your readers? This is where your public relations are going to come in. You are going to have to train them. Mr. Gers says something here about educating your clientele and there was a question, "How do you do that?" Difficultly. It's hard.

Communicating the Services of the Library to Your Readers. How do you
educate them? Well, you can do it any number of ways. Once again--the
bulletin board and the newsletter. We did it by running a series of seminars
and we still do. Since 1970, we have run 15-20 seminars for the employees
in the Department, and it got to the point where suddenly our productivity
just dropped. No one was filing cards. No one was shelving books. The
boss started figuring--well, it's time to start zapping the library for
personnel help. You don't need four reference librarians. Why not?
Because our productivity dropped. We started investigating. We found out
that we had done such a good job in public relations in educating our
clientele they were using the collection all by themselves. We had overshot
the whole thing. We over-killed. So we had to figure out other ways of
getting to our clientele to bring to their notice and to our boss' notice
this business of productivity. We even put counters on the telephones, on
the doors to the stacks because we assumed that when they went into the
stacks they were going in there to get a book rather than just stretch out
on the shelf and go to sleep. When they went into the reference room, we
assumed that they were using the reference collection, and it turned out
that this was exactly what it was. We had educated our readers to the point
where they almost didn't need us. Let's not let that get around too much.
If they get to know how to use the library too well, a lot of us will be out
of jobs. It became again then a matter of communication. How do you sell
your library--yes. How do you advertise your library--yes. Communication--
introducing them to the library, showing them what it could do for them.

Now, what does the library do? Well, we have all types, as I said
before--technical libraries, scientific libraries, reference libraries,
recreational libraries. Most of them in our area are reference libraries,
and we have to let our people know what we can do for them.

In our program here today we're going to tell you what to do about it.
You'll be told about bulletins, newsletters, all sorts of ways to communicate
with your clientele. Take them seriously. Because, if you can't communicate
with your clientele, you're really in trouble. It makes no difference
whether they are children, students in college or at the academies, people
who are beyond that and doing research, reading, pursuing their mission.
You have to help them. And if you help them you'll be surprised how it
works on the other foot. They will start helping you. Talk to your
clientele. Take that one step further.

Now I had exactly 20 minutes, and very often when I'm running a workshop
I get nervous when the speakers take up time that is not allotted to them.
So there's only one other thing I would like to say to you. I haven't seen
a lot of you in almost a year. It's only at events like this that we can get
together and renew acquaintances. That again is public relating. Keep up
your acquaintances. Get to know your colleagues in these next 2-3 days as
if you're going to work for them for the next 362 days of the year because
they can help. You can help each other. Pick up that telephone. Ask for
help. Do a little communicating--one with the other.

IDENTIFYING GOALS AND NEEDS

Ralph Gers
Maryland State Department of Education
Division of Library Development and Services

Public relations or advertising techniques can be powerful tools. Therefore, we have an obligation to use them properly. To use them properly may be a difficult thing to do, however, if we don't know what we're doing regarding the activities to which we apply these techniques. Consider the following quotation from a book by C. West Churchman:

> "There is no question that in our age there is a good deal of turmoil about the manner in which our society is run. Probably, at no prior point in the history of man has there been so much discussion about the rights and wrongs of policy makers ....
>
> Not only has the citizen become far more vocal, but he has also, in many instances, begun to suspect that the people who make the major decisions that affect our lives don't know what they are doing. They don't know what they are doing simply because the have no adequate basis to judge the effects of their decisions."[1]

My contention is that these statements are especially true of public agencies, particularly libraries; that we don't know what we are doing because we have no valid basis for judging the effectiveness of our activities. I would like to present to you a thesis of what a public agency, particularly a library, should be doing; what its purpose should be and the context in which the concept of effectiveness should be viewed.

First, I want to look at the context in which the concept of effectiveness should be viewed. We all have needs of one kind or another. We all aspire to a better quality of life for ourselves and our families. The concept of quality of life provides an excellent context for viewing people's needs. The term "quality of life" can be equated with the term "well-being." One's perception of one's quality of life consists of one's feeling toward various life situations. The more positive one's feelings about a situation, the better one's quality of life with respect to that situation. The concept may be more understandable if some of the specific life situations are described. One researcher[2] used over 120 life situations to discover correlations with one's perception of overall well-being and identified 12 major life situations which most influenced one's perception of well-being. These situations are one's feelings about: (1) oneself, (2) one's family,

(3) money, (4) amount of fun, (5) house/apartment, (6) doing things with family, (7) time to do things, (8) spare time activities, (9) national government, (10) goods and services, (11) one's health, and (12) one's job.[3]

"Everyone needs information. The problem is that information needs do not exist as universal and objective entities; they are formed by individual characteristics and environmental circumstances."[4] "The fulfillment of everyday needs depends, at least in part, on information. Indeed, many communication theorists postulate information acquisition and its proper use as the basis of effective human functioning. Evidence shows that information use is strongly related to an individual's ability to make decisions, his willingness to take risks, his ability to achieve successful outcomes, and to his feelings of personal effectiveness."[5]

I submit that the public library is the appropriate agency to address these information needs, that those needs should be identified in the quality of life context, that the individual is the best source of information about an individual's information needs, and that the people's priorities regarding their information needs should be the library's priorities. I also submit that other public agencies should have as their goals, helping people to achieve a better quality of life within their own spheres of activity.

To summarize, I believe that the goal or purpose of a public library should be: to help people to acquire needed information on which to base decisions leading to a better quality of life. Note that this goal uses the quality of life concept as the context for considering information needs and that it is stated in terms of the people, not the agency.

The recommended planning model would then include the following steps: (1) Determine needs by going to the people for their articulation of their needs either through complete enumeration of the population being considered or through valid scientific sampling. This process would insure a truly democratic approach and would be superior to our traditional processes of the administrator's assuming knowledge of needs or of gathering data from interest groups which are probably not representative. Seek the data in the context of the quality of life concept or for subsidiary libraries, in the context of problems which the population is encountering. (2) Develop objectives that address identified needs and are expressed in terms of the problem to be solved, not methods to be used to achieve the solution. (3) Submit objectives to the people to be served for validation. Do they believe that the objectives are appropriate? (4) Develop alternative methods for achieving the objectives. (5) Implement the best alternatives; and (6) Evaluate the results. Were the needs met?

I perceive our present situation as being less than ideal. Indeed, I suspect very strongly that, if we don't make changes from within the field of librarianship, changes will be imposed upon us from without. Libraries historically have been considered to have great symbolic value as public agencies. A recent Gallup survey in New Jersey[6], however, shows a large discrepancy between the people's perception of the symbolic value of the library and their perception of the importance of the library to them personally. Almost 50 percent said that the lack of a public library would make little or no difference to them. The Coleman Report suggested that

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school libraries may not have much influence on students' educational outcomes.[7] Studies of the impact of academic libraries on students' educational outcomes suggest a similar situation.[8] When the results of library programs have been investigated using strong evaluation procedures, the results often have been disappointing.[9] Studies of library performance suggest that we re-examine traditional attitudes toward library management. Although we stress library education, studies such as Bunge's[10] suggest that it may make little difference. Library performance regarding users' ability to get desired materials or correct answers appears to be disappointingly low according to a large number of studies.[11,12,13]

If this is the present situation, how did we get here? I would like to suggest several reasons for our present plight as well as offer some suggestions on how to correct the situation.

It seems to me that libraries developed historically as storehouses of materials. Our approach has been to consider the universe of information and to try to collect and put in some order as much of it as we could. The focus of our efforts was the information or the materials and we sought representativeness or balance of the information. The actual use of the information or materials was subservient to the attempt to collect as much as possible in anticipation of the great discovery to which someone might be led as a result of having read some obscure book. Also, as keepers of the book, there was a great tendency to impose our view of the world upon the development of the collection. After all, someone had to decide what was good for "them" and librarians, having all that knowledge around them, seemed logically the ones to make the decisions.

Management concepts from business administration, in which the survival of the firm was paramount, were adopted at least in part. We expressed our objectives in terms of the organization; e.g., we will provide _____ service to the people. Thus, if we provided the service, we achieved our objective. The growth of the discipline or organizational management reinforced this approach by emphasizing process objectives as measures of effectiveness.

The result of all this is that Churchman's criticism still applies as much as ever and we can't show that people in a community are any better off as a result of having a library. We know that people do not, for the most part, perceive the library as a place to get information to help them solve problems even though the library could make substantial contributions in that area.[14,15] We know that one of the library's weakest areas regarding people's perceptions is in the area of self education[16,17] even though the library went through a "people's university" phase. We also know that libraries keep building larger and larger facilities to store materials although studies[18,19,20] show that in many libraries, a large proportion of the collection could be discarded or stored and users still could get the materials that they want.

Consider then, if you will, some suggestions for changing things so that we will know what we are doing; what the effects of our decisions are.

First, we should go to the people for their expression of their needs and not accept our perceptions of what their needs are. Client needs, as perceived by clients and as perceived by the professional serving them, are not congruent.[21] I would suggest using surveys as a method of obtaining information regarding client needs. For random samples of the population seeking information needs related to the quality of life, I suggest that librarians call on social scientists for assistance. For smaller groups, especially with special libraries, one might try interviews of clients concerning problems relating to their work, if it is one's function to support them in that area. I have seen much hesitance among librarians to investigate information needs and to evaluate the results of their activities because of the time and effort involved. I hope that my earlier comments have raised enough of a doubt in your mind that you will be interested in ascertaining whether what you are doing is effective or not.

Second, I believe that we must look at the library's sphere of activities as providing information and concentrate on content, not format, of information sources. Many of the best sources of needed information don't come in book form nor are they easily accessible through traditional library channels.

Third, we should learn to express objectives properly as outcome situations. If our purpose is to help people to achieve a better quality of life, then our objectives must be expressed in terms of the people, not in terms of our organization. For example, if a teacher states that his objective today is to teach the 20 pupils in his class to add 2 + 2 correctly, if he stands in front of the class for the full period and in his best style, teaches them that $2 + 2 = 4$, then he has achieved his objective. If half of the class, upon leaving, incorrectly answers that $2 + 2 = 5$, that fact does not interfere with the teacher's accomplishment of his objective. He stated it in terms of completing an activity; he completed it; therefore, he accomplished his objective. On the other hand, had he stated that his objective today is to help the 20 pupils in his class to acquire the knowledge that $2 + 2 = 4$; if he teaches in the same manner and only 10 students are able, upon completion of the class, to correctly answer the problem, then the teacher did not achieve his objective. The distinction between the two objectives is subtle but extremely important. I submit that the failure to observe this distinction has been largely responsible for libraries' and other public agencies' failure to address effectiveness in their activities. We must remember that our libraries exist primarily to help people to acquire needed information. Therefore, we must look to the people to discover whether they actually acquired the information.

Fourth, we should allocate some time for becoming acquainted with research in the library field and related fields that have strong implications for libraries, such as sociology, education, public administration, etc.

This workshop session today is concerned with public relations. I would like you to consider the comments I've made as a precondition of the application of any publicity or advertising program. Many publicity techniques have been shown to be effective. Thus, it is important that

you apply them to things that matter, to activities that relate to an agency's effectiveness. It does us no good to develop the most spectacular of answers if we have not addressed the right questions.

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[3] Ibid., pp 18-20.

[4] Task Force on Information and Information Needs, Sylvia Faibisoff, Chairman, An Introduction to Information and Information Needs: Concepts and Readings, Syracuse University, Center for the Study of Information and Education, 1973.

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[15]Lebby, Dr. D. Edwin, _Information Needs of the People of the Eastern Shore_, Annapolis Research Corporation, 1976.

[16]Westat, Inc., _The Library and Information Needs of Southern Maryland Residents_, Westat, Inc., 1975. (ED 119 679)

[17]Lebby, Dr. D. Edwin, _op. cit._

[18]Westat, Inc., _op. cit._

[19]Trueswell, Richard W., "User Circulation Satisfaction vs. Size of Holdings at Three Academic Libraries," _College and Research Libraries_, May 1969, pp. 204-213.

[20]Gore, Daniel, "Zero Growth for the College Library," _College Management_, Vol. 9, August-September 1974, pp. 12-14

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PUBLICITY TOOLS

Jeff Fielding
Baltimore County Public Libraries

The Baltimore County Library is one of the largest and least known libraries in tne country. We circulate in 17 branches just under 7 million books a year. We're a high use library. We have the largest circulation in Maryland. We're also about the eighth largest in the country in circulation.

I know one person here who knows my boss, Charlie Robinson. He's kind of wild and a nice guy to work for. He realized 10 years ago that it might be a good idea to get somebody who had experience in public relations to handle the job for the writer. So he wrcte to me and told me if I knew of anyone who was qualified for the job, and I wrote back and said I was the only one. So that was that which was very nice, and I've been happy ever after.

Now, we'll go into the tools. That's what I'm here to talk about--the publicity tools. The main ones that I use are radio, television, newsletters for patrons, staff notes, booklets, posters, and last of all--the library is the place to note because it knows. That one is very important and I'll get to it at the end.

First of all--newspapers. I think most of you probably wcrk with base newspapers rather than the public press but the same rules apply. When you're writing for newspapers, you write the stories in the newspaper fashion. The first paragraph has to be the who, what, where and song. You need all your information in there. No matter how brief, it should be in tnat first paragraph. From then on, you develop those points through your story--adding other things. The reason you do this is that newspapers, when they're making up the paper, cut from the bottom. They keep hacking up from the bottom of the story to fit the space that they have, and if you end up with one paragraph you still have your story. It's very important that you do it that way; otherwise, if you invert your stories they're going to have the lead that doesn't mean anything and your people end up wondering what's this all about because they cut the rest of the story out. So always write your stories from the top down--what it's all about. The base library will have a movie, such and such a day, such and such a time-- that sort of thing. Get it right in the beginning.

My stories all sound the same. When my press releases go down to the newspapers, I get word back, "For God's sake, can't you change your leads?" What am I going to change them to? They say the same thing every week that I'm writing about, practically. Occasionally, I get a break and I'm able

to write about different things. But mainly I'm writing about the programs and the activities of the library.

One other reason for writing stories like that is if you send the same story to the radio and television stations. I do. I don't write separate stuff for radio and television. You don't have time usually. The best thing is to send the same thing. If a story is written properly, all the announcer has to do is take the first paragraph, read it, and that's it. You've got your announcement on the air and that's all you want. That's all you're going to get anyway—30 seconds or one minute. So, if you have the correct lead on your story, the correct paragraph, it's there for everyone. One of the things I do get from my staff is, "Oh, when you send this news release out, will you send it to the radio stations and the television stations?" I say, "Yes, I always do." Then they come back with, "Well, I never hear anything on the radio." "O.K.," I say, "what stations do you listen to?" They tell me and then I go into the usual thing. "Do you listen to that station 24 hours a day if it's a 24-hours-a-day station?" No. "Do you watch all the television stations all day long and all night long?" No. "Well, how can you tell me that these things are not on the radio and television?" You'll find actually that the commercial stations do use a lot of material from libraries. The trouble is you can't always be listening at the time they have it on. So you have to rely on friends to tell you that they've heard it or they've seen a commercial on television. Newspapers, on the o er hand—you can just open the paper any time you like and go through it and find your story if it's in. If it isn't you don't find it, but at least you know whether it got in or not. Radio and television—no way. With radio and television that is about the best you can do. If you have a radio or television station on the base, you can probably do better than we can with the commercial stations, especially if you talk to the station manager and con him into getting you a good break in time. So often with the commercial stations people say, "Why don't you produce a program on television?" Great idea! You know, nobody else thought of this before. Not really. The trouble is this. I found that with our program on the Walter's Art Gallery that if you spend your time, effort, money in producing a half-hour program for television, they will invariably put it on prime time, which to them is called a public service thing, on Saturday or Sunday afternoon opposite the World Series or the Super Bowl. Obviously, you're going to waste a lot of time and talent on things like this. Either that or they tape it earlier and do what they did to us one time. We had moved up to one of the stations in Baltimore several hundred thousand dollars worth of art—Alfred Jake Miller's works on the early West. The Curator of Education had spent a lot of time writing up the script. They put it on videotape. Beautiful presentation! Noon on Saturday was when it first came on. I turned on the television and they had a small art gallery program on (like the Washington National Gallery). So I called up the station to find out what had happened. Somebody had erased the tape and they had to use a replacement. And there, what should we do? Television basically is too much trouble to get too involved in. This summer we did get a grant through the State of Maryland for some television commercials which we put on the three stations in Baltimore. We spent $9,000 making these two spots—half-minute spots through an advertising agency in Baltimore. They appeared. We know they appeared. We called the stations at the end of the summer and asked them to check their logs and let us know

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how many times they had been on. The first station, our NBC station in town, had had it on 125 times--most of the time between midnight and 2 a.m.; the CBS station had had it on 25 times--same hours; and the Westinghouse station really didn't know because the person who checked the log had left; and we never did find out how we spent our $8,000 or $9,000. So, generally, stay away from radio and television.

Newsletters for patrons are quite good. You've got a captive audience, generally, but let them know what new books you've got. Let them know what new activities you are proposing. Ask them for suggestions as to programs. We put out one called "Report for the Reader." "Report for the Reader" was a brainchild of Charlie Robinson. I inherited it when I went to the library. I loathed it. I despised it. I couldn't stand it. It is his idea mainly-- that's why. I hadn't thought it up. Anyway, it came out in this format-- the "Report for the Reader" on top and copy on front and back. Well, in 8 years, I managed to get it out until about a year ago. I almost got fired over the thing because we got in a big hassle over it. I thought it was the worst thing I had ever seen, so I said give me time to think about it. It was supposed to be put out four times a year. Every 3 months the deadline would come up and I'd forget it. So I thought it would be a lot better if I folded that sheet in half. It meant I'd have less space to fill because I had more margins--very nice. I could throw pictures in. It was much more interesting and I put it out six times a year. So I proposed this to the boss in December and the first one came out in January. So far this year, I put five of them out, and I'm getting ready for the last one because this is now my idea as well as a better format. I could also use things that were pertinent. I didn't have to use stale pictures--things that had happened 3 or 4 months before. The items were newsworthy and this helped a great deal. I'd go around and take photographs and slap them in there; and, any time I was lost for copy, I'd look around for a photograph, put it in and it was always newsy. It worked. It is useful; it does tell what's going on and the sort of thing that you should be doing if you have any amount of circulation and if you have a fairly large base. If you are a satellite branch, the main branch should be getting the material out for a job such as this.

A newsletter for the staff is another thing we do. It's called "Branching Out," and we put almost anything in it that we want to. Most of it is actually written by the staff. It's branch notes. Our staff moves around from branch to branch--especially the professionals. They do like to be up on the news of the branches they've been in; and, consequently, it's a very good publication. We did have on the back of it a thing called SAN (Staff Association Newsletter). It ran for 2 years; and then, this summer, they wiped it out. They found that supplying copy every month was a little too hard on them, but we never edited that stuff. We read it but we never edited it. We used to get some wild things in there--some nasty things said about the administration. Well, we let it in. We didn't fight them on it. It was a completely uncensored piece. It's a very handy publication, and the day it comes out it's very interesting to walk around the administration and the offices and see people in technical service and everyone busily reading this thing. They are catching up on the latest news in the system. All work stops for about one-half hour while they read this thing. So, if you have a big system--one that's got 30 or 40 people in

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it--put out a newsletter. Put it out frequently. You don't have to be too
long with it--one page, two sides of a page, three pages, whatever news you
have. Get them to write it for you. It saves an awful lot of time and
effort, and you'll find it does a lot for your staff. Also make sure that
every full-time person gets it. If you don't have a big staff, at least
throw a copy once a month and let people talk to you. In fact, you can talk
back to them or whichever way you like. But get together so you can iron out
a few problems that are coming up. We had one the other day. We're changing
over into an automated circulation system. The people had not been told that
we were going into this system and they were all scared that they were going
to lose their jobs. At least they could be absorbed into the system and let
attrition take care of the problems.

Booklet. I see you all put out booklets. I saw them down there, and
one of the things I noticed--and I'm sorry I'm having to criticize it--is
that they look awfully dull. I wish you would do something with them. I
wish you would put bright ink on some of them or use bright paper. If you
use white paper use red ink. Use something to make them lively. Don't have
these drab shopping lists around. If it's worthwhile making up a booklet,
do a good job on it. I know you may have problems with artists and that
sort of thing. You want people--your patrons--to pick them up. You want
them to read them. If you're going through all the trouble of making up
a list, make sure it's attractive. Kellogg's doesn't put its cornflakes
out in a plain white box. They all make these things so you want to reach
out and pick them up. I'll put these out later. This is one that has a
snappy title--"Ticket to Hell." We must have printed conservatively a
quarter of a million of these in various editions over the years. We started
out in 1969 with it. This is the fourth edition. This has gone all over
the country. It has been in Library Journal. It has been in American
Libraries. It has been everywhere. It's a drug list. We couldn't keep
the thing in stock. This was done by commercial artists. We put money
into this one. It was done very well, and we worked very carefully with
the printer.

Here is one of your lists, "Selective Bibliography for Prospective
Parents." I think this a God awful list. I think the title is bad. I
think the cover is bad. I think the format is bad. There's a young man
and young girl. They're prospective parents. This really won't move them.
Not only that--the list is not annotated. I think that's a disgrace. I
think this list could be a third this long and it should be annotated. A
person gets this list and looks through it--"Problems in Marriage, How to
Solve Them." It doesn't say a thing to them. It's pretty awful and
something should be done about a list like that. It's too long, too dull,
too big, and it isn't annotated. "Ticket to Hell" with a good, snappy
title--people will pick it up. You can use puns. You can use anything
that relates. We had "Tales of Comets" at the time the comet was coming
around a couple of years ago. We also did one on star gazing, "Stars at
Night."

Once you get the patrons in your branch, you seek advice. My kids have
an unfavorite color. They call it clerk green, and clerk green is the one
color they despise. I feel the realm of clerk green all over the place and
especially in the libraries. It is the most God awful color. You can cover

it though. You can get loads of posters from all over the place--foreign travel agencies, the food people, the French wine people. They have a superb map that they will send you on all the wine growing areas in France. There's another one they have on cheese. My God, you drool looking at that thing-- great posters. There are a lot of them available. If you're in New York, wander around Fifth Avenue in the tourist agencies of foreign governments and con them out of their posters. They're delighted to give them to you. Decorate your libraries with them.

One other thing--you've got to get them in, and that is the hardest job of the lot. That is the part I mentioned before. One thing you should do-- and this is extremely important--make the library the place that knows everything. Get a reputation on the base as being a place to call for any information whatsoever and be prepared to answer the questions that will come in. These can relate to entertainment, for instance--not only on the base but what's going on in the nearest state, town, or even small towns around. Know what movies are going to be on, what theater, what symphonies, what operas. Have that material there and have people think, "I'll call the library and find out what's going on in Boston tonight or the weekend."

Travel. People are strangers on the base and usually strangers to the area. There are lots of interesting places around the base within 100 miles. If you're in this country, they are probably of historic interest or geographically of interest. Have the information for them. You can even plan day trips for people suggesting where they can take their families. If you're on a foreign base, there are loads of places that you can do this with. If you are stationed in Austria, for instance, you should have material on all the museums and all the places that people pay thousands of dollars to visit ready for the people on the base so they can go. Get them to call you for this kind of information. You should know what kind of educational facilities are around the base in the towns nearby. Propose service careers, what kind of adult classes are available, what night school activities there are around, and have that ready for them.

Problems. You've got a lot of young people on the base and a lot of them have problems. They don't know how to solve them. You don't know how to solve them either, but you should know where you can refer them on base or off the base. There should be some place where they can go out and get the information they need, and you should have that information and deal with all services for them. In other words, make the library a place that knows what and where and how to do things and I think this way you'll get people to come in. You should have people automatically thinking, "Well, gee, what should we do tonight? Call the library." "Gee, I'm pregnant. Let's call the library." All these things--we do it, and it works, and I think you can do it too. Make your library the information place on the base and I think you'll bring more people in.

PUBLICITY PROGRAMS

Pat Berger
National Bureau of Standards

Before I start let me refer to Dr. Schneider's earlier reference to a
study he did for my library. First of all, he did not come out to evaluate
the public relations programs in the National Bureau of Standards. He came
out to look very specifically at certain aspects of our on-line information
retrieval system and to see if he could determine for us answers to a few
questions which had been bothering us. That report was prepared as an
internal document; however, I don't think I'll have any trouble getting
the Bureau to agree to release it.

I must say that I sat this morning and listened and I'm really struck
with the fact that librarians have turned around in the last decade. I can
remember my earlier days in the Documentation Group of the local SLA Chapter
working to develop a program on the elements of library automation, and I
don't think it occurred to any of us to worry about the PR impact. I don't
think I have to tell anybody here some of the results of that omission.
Librarians and users alike were afraid of losing very personal services
which they have come to depend on and consulting a terminal instead.
Librarians were afraid, of course, of losing their jobs. Users were afraid
of having to deal with code and terminals. None of that happened, but I
think the point is that apparently, as Stan Bougas said to you earlier, none
of us bothered to communicate to our many publics what we felt the impact of
these new services would be.

Yesterday, Dick Farley, the Director of the National Agricultural
Library, identified for the Federal Librarians' Workshop library publics
which will require different kinds of handling. He spoke of the users and
he said, "We're all familiar with the sorts of things we have to be careful
about, although we are not terribly careful, for example, about image in
the library, which is a big item." Think about it. I refer you to Dick
Farley's talk. I'm not even going to try to duplicate it, but it was superb.
He said also that we have to deal with the administrators. We have to find
ways to show up our budget. We have to find ways to convince them that
changes in service bases are sensible and reasonable and cost-effective.
We must also deal with a variety of people on the outside, which he called
the super public; and he defined this as Congress or state legislatures in
the case of other librarians. I think I would add to that. I think at this
juncture in my career I must learn. Believe me, I'm just learning to deal
with a mix of users and library staff who represent the spectrum of the old
and the new services; and I must find ways--we must find ways--all of us, to
accommodate the requirements and the interest and the special considerations
of those various groups. I submit to you that it is not necessarily true

that we will all do this. In fact, everybody in this room someday will say, "That's enough. I'm not going to learn to do it another way. I've learned five times over how to handle a reference question and I'm tired."

I also submit to you that you have right now on your staffs, whether you're aware of it or not, a mix of personalities. You have people who are extraordinarily competent doing things the way we were all taught to do them in library schools. You have others who are still interested in learning and applying new techniques. Both are equally important to any scientific and technical or military library today, and it takes both kinds to accommodate your user population. That's the first thing I wanted to say.

The second thing is that, in addition to the super public represented to us by the Congress or by the state legislature or even by, in my case, the Department of Commerce--in your case the Secretary of Defense--there is another super public which is composed of all of us, and that is the network. I do indeed believe that, while we lack national information policy, and I am not totally convinced that that problem in and of itself will be solved, federal librarians particularly and probably military librarians, most specifically, will be told in the next 10 years precisely how you will function with reference to other military librarians; and I think we have public relations requirements and needs and programs to begin looking at in that aspect. At the Bureau of Standards we have, in the last year, joined two local networks; and some of you are members of one of them-- the Interlibrary Users Association. IUA is an organization of librarians representing private industries, federal government, military--you name it. It started out to be the combined journal list of a few--a Department of Defense contractor librarian and libraries. It has expanded now.

We have found at NBS since joining IUA that our interlibrary loan requests have gone up by 68 percent. Now that kind of result is going to impact on the other members of that network. So we've had to recognize that, while there are certain advantages in terms of resource collections and resource maintenance in being members of this consortium, we also must undertake a very vigorous educational PR program, both at home and with the network. We have initiated a series of monthly meetings with repre- sentatives from the IUA organization to come to the Bureau and to review all of the Bureau's facilities, and we take those occasions to talk to the representatives from the various libraries about the limitations on our service. We feel this is important, otherwise, it will appear that we are considering that their needs are very standard, and we're not at all. We are finding ways very slowly to accommodate their requirements, while simultaneously still taking care of our staff requirements. But it's very slow.

The other network is one that I entered into while I was still at the Patent Office and I have recently also taken the NBS Library into it, and this is the Federal Journal Consortium. Again, there will be certain service requirements which will impinge on us and will change our way of doing business. We have to be willing to accommodate to that. We do it only through communication. We do it through constant contact and updating and education. I asked last year for a sizeable amount of money for training seminars. I got it. I did it not only because I think the

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NBS Library staff needs it and because I know that the scientists need to become acquainted through our offices with the various new services available--timesaving services, we hope--but because I don't think a one-time go around on these services is enough. For example, and I'm not telling anybody here anything you don't know already--when Lockheed and FDC announced the availability of certain data bases via a data terminal 3 years ago, they were talking about ten data bases. We had a bureau-wide day of training 3 weeks ago and Lockheed alone now offers 41 distinct data bases and the software packages are totally different from what they were 3 years ago. They've been very much refined. There are, as everybody here knows, new companies, new consortia coming along offering even more cost-effective services agency-wide. The NBS Library is working with all the other Commerce libraries to write an agency-wide contract with BRS (Bibliographic Research Service) in New England because we believe that we can get on-line searching services for the entire agency for as little as 7 dollars an hour. Now Lockheed services, as you know, range from $35 to $150. So that's quite a savings. However, again, we're back to the old PR business. You don't get it free. There are certain compromises you have to make in terms of billing. So we're back to Square One. We're back to education and update. I feel, and I think my colleagues at NBS and the library share my view, that the next decade of our lives will be spent training and educating ourselves that the most important thing we can do is what I'm trying to do right now, that is communicate with our colleagues, draw on their knowledge and make available to them as widely as possible the information we have obtained.

I just want to talk for a moment about Dr. Schneider's paper. I will mention one or two of the problems we felt we had and tried to attack through a study.

We had a good report--small samples--but very well constructed. There were no feathers ruffled, and the most positive feedback we got from the whole thing was that, when it was all over and we announced that we did have the report and anybody that wanted to hear about it was welcome to come to a bureau-wide briefing we held, every one of the people who had been interviewed showed up, and I thought that was very encouraging. The thing that was troubling, specifically for Caroline Brown, who had been there for almost a year, was that she thought she saw a diminution in the number of users. Something Dr. Schneider said this morning was very interesting. He said, "Don't mistake the normal course of events for an iteration in the program." That's exactly what had happened to us and we did not know it. What troubled Caroline and one of the reasons for undertaking this study was that all of a sudden we were not picking up new users at the same rate we had been. As everyone knows, a new service is very slowly accepted normally, but still we felt that somehow the momentum had stopped. What came out of Dr. Schneider's study was that that was not true. First of all, some of our old users had decided that it might be fun to try this on their own, and they did for awhile, and they now come back to the library because the services had so proliferated and the software had gotten so complicated that they decided it's easier to let a reference librarian do it for them. But, at the same time, this was part of the difficulty.

The other was that NBS scientists were not willing to use on-line data base services for update. They searched on-line at the beginning of a project or they searched on-line if they felt that their initial manual search was not entirely satisfactory, and then they walked away from it. Then they went back to the more traditional forms of updating their information. I think this will change over time. I think it will change as on-line vocabularies get better, as people become more accustomed to this particular mode of service. But the important thing to us was to learn that it was not happening because anybody was losing faith in the program or because we in the library were not doing something exactly the way we needed to do it. It was a normal flounder, and so we changed our approach in terms of our information on educational seminars. Had it not been for that study, I'm sure we would still be floundering and wondering where we'd fallen down.

INFORMATION AND LIBRARY SERVICES
(Panel Discussion Remarks Summary)

Rose J. Bratton
Reference Supervisor, National League of Cities
and U.S. Conference of Mayors

Point 1. The size, scope, and type of publicity programs prepared by a special library and information service facility are determined by its parent institution's goals, needs, and operations.

Point 2. The relative importance of publicizing the service and facility depends upon the institution's primary purpose. For example, if it is a research organization, the facility's resources and services may be an important asset to be promoted via publicity. In our case, the primary purpose of the National League of Cities and the U.S. Conference of Mayors is to assist municipal governments at the national level in lobbying as public interest groups, and the operations of our facility are to support the staffs whose responsibility is legislative analysis or policy implementation.

Point 3. Inherent contradictions arise under the conditions mentioned: The better known the parent institution becomes, the more its information and library facility is exposed as a source of special information. This can be great for relationships with in-house staff or the organization's members but a problem when "external" persons learn of the facility's existence.

Point 4. How do we at NLC and USCM deal with this contradiction and these conditions? Basically, our approach is low-key. The emphasis is on the service we give to staff and members per se. Good service is good public relations. To keep the staff informed, we use four service/publicity vehicles: _Citycisms_, which is the in-house newsletter prepared under the direction of the Office of Administration; _ALH Administrative and Legislative Highlights_, a concise review of activities at the Federal level compiled from items in _Congressional Record_, the _Federal Register_, White House press releases and news releases from most of the Executive Departments or agencies, which is issued almost daily; _Urban Affairs Abstracts_, a weekly publication that contains abstracts of about 50 periodical articles selected by the reference staff; and _Recent Acquisitions_, a monthly list of significant new books, reports and documents. (Both _ALH Administrative and Legislative Highlights_ and _Urban Affairs Abstracts_ have been made available to outsiders as subscription services.)

In addition, the reference section, which answers most of the inquiries from member cities and state municipal leagues, sends copies of the inquiry

responses to the executive directors of the state leagues twice a month for their information and I often enclose additional reports, surveys, etc., that the section has prepared--a subtle publicity maneuver!

For nonmembers, we try as much as we can to serve as a referral point when the inquiries are really outside the scope of our subject areas, especially in the case of telephone inquiries. For letter requests, we have a post card that acknowledges receipt and explains why we can't answer (used mostly for student inquiries); and, if time permits, we may prepare a short reply and enclose a bibliography. These are essentially negative publicity devices but we hope understandably good public relations.

EVALUATING PR PROGRAMS

Dr. Benjamin Schneider
Department of Psychology and bureau of Business and Economic Research
University of Maryland

As an industrial and organizational psychologist, my primary concerns are with the role of work organizations in our everyday lives. Thus I study not only people who work for organizations, but the consumers of products made by organizations, the families of the people who work for organizations, and, with increasing frequency, the consumers of services provided by organizations.

Note the phrase "with increasing frequency." This is not as strange as it may seem because we now live in a service-oriented society. Governments are our biggest employers and 70 percent of the people work in service, not manufacturing industries. So psychologists like me study issues like the value of life insurance to young widows; how bank customers perceive the services they receive in their bank branch; and, oddly enough, how users of on-line information retrieval systems like them and why they say they use them.

A big part of what I do is to evaluate things. I have evaluated the effectiveness of changes in work hours on employee absenteeism, the impact of new training or staffing programs on quality of performance, the relative utility of piecework pay vs. hourly pay on effort expenditure at work, the relative contribution of bank teller competence compared to bank teller courtesy in customer evaluations of service quality, and so forth. I can evaluate the success or effectiveness of almost any kind of program because researchers in the behavioral and social sciences have developed methodologies for conducting what has come to be called Evaluation Research.

These methodologies have, for the most part, been systematized and refined by educational and training researchers. Some of you may know the names of some of these people--Donald Campbell and Julian Stanley, for example, who wrote a helpful book with the imposing title Experimental and Quasi Experimental Designs for Research, or Robert Mager who wrote an excellent little book called Preparing Instructional Objectives and another called Goal Analysis.

What I'd like to do for the next few minutes is take you through a cycle of an evaluation system, one I shall call a PR Evaluation System. This system is borrowed, essentially unaltered, from my colleague at the University of Maryland, Irv Goldstein, and his book Training: Program Development and Evaluation.

The chart (Figure 1) shows that the entire Evaluation System has three phases, an Assessment Phase, a Program Development Phase, and an Evaluation Phase. This chart also reveals the basic systems nature of this evaluation procedure; i.e., the fact that the evaluation phase is not the end of anything but that it feeds back to the assessment phase, the necessary first step in any program, PR or otherwise.

A PR EVALUATION SYSTEM

ASSESSMENT
PHASE

EVALUATION
PHASE

```
Assess whether PR
program is needed
            |
            v
Decide, in general,
where you want
target groups to be

PROGRAM
DEVELOPMENT
PHASE

Derive means for
getting target
groups to where
you want them
            |
            v
Conduct PR program
utilizing selected
techniques
```

```
Derive explicit
indices of effec-
tiveness of PR
program
            |
            v
Assess where target
groups are now
(pre-test)
            |
            v
Keep tabs on how
the program is
doing (monitor)
            |
            v
Check final outcome
(evaluate)
```

Figure 1

ASSESSMENT PHASE

Since any PR program must begin somewhere, we begin with the Assessment Phase, a phase that Mr. Gers has described very well--especially his emphasis on surveys for where the library is vis-a-vis those to be served.

The assessment phase is the point at which library decision-makers are probably most casual when they should be most tough-minded. More programs fail because of casual attitudes at this point than any other. By casual attitude I mean the "snap" judgment one day that "we need a PR program to promote X." You know what I mean: Things haven't been going quite the way you want them, and you're not exactly sure why but there don't seem to be enough people using the library so you decide you need some kind of PR program. The first thing you think of is publicity.

The factors that lead to this conclusion are rarely specified, a comparison of outcomes to be expected from a publicity PR program compared to other possible approaches (new equipment, new decor, different employees, employee training, etc.) is rarely documented, the unintended consequences of beginning a particular publicity program (insufficient or untrained staff to handle the outcome of an effective program, lack of awareness of larger system constraints like budget cuts on potential effectiveness, etc.) are infrequently sought, the necessity to coordinate PR programs in a large library so that conflict in goals is minimized is not an issue that usually gets raised, and, perhaps worst of all, even in general terms what the program is designed to accomplish is never clearly specified. I take that back, perhaps the worst thing is the one I said earlier--the general failure to diagnose what the problem is so that a decision about an _appropriate_ solution (training employees, or painting the library, or purchasing new equipment _vs._ a publicity program) can be made.

Fortunately for you, Mr. Gers' talk has prepared you to handle this assessment phase by going to the libraries' constituency but I caution you to do this carefully. My caveat is that, if you do this phase carefully, you may find that what you _don't_ need is a publicity program!

PROGRAM DEVELOPMENT PHASE

Out of the assessment phase come two additional phases, Program Development and Evaluation. Since in the Assessment Phase I trod on Mr. Gers, let me step into Mr. Fielding's territory for just a moment and speak to the Program Development issue.

We have a "buzz" word in training research called "psychological fidelity." Psychological fidelity refers to something that _seems_ like the real thing without actually being it. For example, we know we can simulate the pitch and roll of a ship at sea without being in a ship on the sea; the simulation is said to have psychological fidelity.

All advertisement, and thus PR, is based on creating some sense of psychological fidelity in the target person. That is, the PR program must help people sense what the message is saying it is like to own the object or have the service without actually having possession of the object or

service. The closer the PR program can come to giving the image of what it is really like to have the service being promoted, the more likely it is that the program will be appropriately received.

The caveat here, of course, is that just because something looks good and costs a lot of money does not mean we should expect it to accomplish the job. Recall Mr. Fielding's comments bout T.V. The Naval Academy doesn't start out by putting plebes into destroyers as the first step in learning to navigate; the simulation having psychological fidelity is far more economical and equally effective as a starting point. It is precisely the evaluation phase that tells us if the program has psychological fidelity, so on to the Evaluation Phase.

EVALUATION PHASE

There are four components of Evaluation: (1) Derivation of explicit indices of effectiveness, (2) Assessment o. where the target group or groups are now, (3) Monitoring of the programs, and (4) Checking the final outcome.

Derivation of Explicit Effectiveness Indices

Recall that, in the Assessment Phase, general goals were identified; for evaluation those goals must be made explicit. And they can only be made explicit by considering the outcomes desired by all the parties of interest, not only the Head Librarian.

What I mean here is that, if increased use of periodicals is the goal that initiated the whole idea, it is probably narrow-minded to believe that it should remain as the only goal. It is narrow-minded because, like it or not, there will be other goals that become attached to the program, usually implicitly.

For example, increased use of periodicals may result in a demand for new periodicals; i.e., some periodicals the library fails to receive now may become desired as a result of the program. Thus, those served by the library should make some input into the evaluation phase. What do they desire and are they obtaining it?

Another party-at-interest will be the librarians who must serve any increased demand for services. How they react to the program is another outcome that should be of concern. Thus, the caveat here is to try and think about the ways in which all of the parties of interest; i.e., all those who may be affected (from the janitor to the Head Librarian), think about what makes a PR program effective or ineffective.

The janitor has more work to do because of increased traffic, equipment wears out quicker--e.g., Xerox and reproducing machines, and so forth.

Assess Where Target Group Is Now

I know I've spoken a great deal about what we all fail to do when evaluating programs. Well the biggest oversight is not knowing the base line from which you start. That is, given that it is extremely difficult

in the real world to do an experiment wherein we treat one group differently from another group and compare outcomes for the two groups, the only viable basis for concluding that a program has been a success is to show that things are somehow different than they have been in the past.

Now, it is extremely important that assessments of where you are be collected over a long enough period in the past so that the nature of what is to be changed is well understood. Let me give you an example with reference, again, to use of periodicals.

Remember, one morning you decide this is what you want to do--increase use of periodicals. So you institute a PR program addressed to this issue and, lo and behold, such use seems to show an increase. You attribute the change to the PR program but you could be very wrong.

Perhaps, if you looked back at available data, you would find that periodical reading has a definite cycle, going up during the early winter and down in the late spring. When you instituted your program in the fall and watched readership go up, all you were observing was the normal cycle!

We may call this the cyclic evaluation problem. But there are other such identifiable evaluation conditions that can only be compensated for by collecting data for a considerable time prior to and after the PR program itself.

One such other condition can be called the steadily declining evaluation problem. Here the system has been in a steadily declining state--indeed often it is this steady decline that makes the problem noticeable in the first place. If an assessment is made just prior to the PR program and just after it, the results might be the same and the erroneous conclusion of "program failure" might be reached. The conclusion is erroneous because, if the results are equivalent pre and post PR program, this might signal a reversal of the steadily declining situation. Additional data collection may confirm the reversal or at least the halting of a bad situation.

Of course, sometimes there is also the steadily increasing evaluation problem wherein a pre and post PR program evaluation would suggest a successful program when the system was on the ascendance to begin with.

At election time it is easy to exemplify these two problems in evaluation. Ford says the reason some things are good is because of what he has done; those that are bad are attributable to the long-term effects of having a Democratic Congress. Carter, of course, attributes bad things in the short-run to Ford and good things to the inertia built up during the Kennedy and Johnson Democratic administrations.

The caveat, of course, is that one must know where the system has been heading if one wishes to be able to attribute effects after the introduction of the PR program to the PR program.

One last question here must be raised--a question the answer to which only you will have. The question is--for how long a period of time before the PR program itself should data be collected? Well, that depends on what

the program is designed to do. What I can tell you is that you should have five or six data collection points before the PR program and three or four after it.

For something like use of an information retrieval system, maybe 5 or 6 months before, 2 or 3 months after the program. For total use of a library, perhaps double each of the above--i.e., plot data every 2 months for a year prior to the PR program (these data should be available anyway), run the program for 4 months, and collect data every 2 months for 6 months after the program for evaluation purposes.

In short, evaluation must be carefully planned, systematically accomplished, and the effects of interest can probably only meaningfully be observed over a relatively long period of time.

Short-term effects are obviously of no interest--that is why the data must be collected over a meaningful period of time following the program!

The caveat here, then, is to have enough data about where you are at the start of a program so that changes attributable to the PR program itself can be distinguished from changes due to other naturally occurring events like the time of the year and propensity to study or not, vacation times, final exam times, and so forth.

Keep Tabs on the Program

The purpose for keeping tabs on the program is to look out for the unintended consequences that are sure to occur. Thus, even when you take all of the precautions I have noted and you can think of, some things will obviously come about to mess things up. I know in my own work in evaluation this has happened--the Greyhound Bus Co. has recently lost a carton of over 600 completed questionnaires being sent to me as part of an evaluation study in a bank.

But how can you predict what will happen? Well, there are no rules except trying to become aware of all of the things in your library and organization that might be relevant. Thus, for an increase in readership of periodicals, you would want to monitor such issues as (1) availability of Xerox paper, (2) availability of literature request forms, (3) insuring that all those who should be informed are informed (you can call a small sample to find out), (4) see how the affected employees are reacting (it's a good idea to involve employees as much as possible in these PR programs and evaluation), and so forth.

Also, and this goes back to the assess-where-you-are-now issue, be careful that events in the organization that may affect the program (increased requirements to use periodicals, for example) are noted.

The byword here, then, is to expect things to go wrong and try and look for them.

Check Final Outcome

Finally, the extent to which the program has "worked" can be assessed by comparing where the target group (or groups) is after the program with where they were to start. It helps, of course, to have various statistical procedures for reaching a conclusion about effectiveness, but this is not necessary given that you have carefully delineated where you want the target group to be. You, as the instigator of the program, can make the decision about effectiveness.

A Concluding Note

In conclusion, let me note how the outcome of the evaluation phase serves as input for assessing where to go or what to do next. This is the beauty of a careful evaluation program--it helps you become more conscious of, and thus gain some control over, the way your library facility is used and viewed.

QUESTIONS ON COPYRIGHT

Lewis Flacks
Copyright Office

I suppose I should begin just by noting that we do have a new copyright law. It is official. The 16 years of effort that went into revising the nation's copyright law finally are at an end. The bill will not take effect immediately. It has certain transitional provisions which are not of great interest to most people. They affect the copyright office. They affect the way in which the new law with its special provisions on tne new copyright term will interact for a 1 year period with the present law. There are also some technical amendments that are made to other statutes, but for all intents and purposes the new copyright law will come into effect on January 1, 1978.

Now, the new law makes a great many changes in the relationships between authors, the disseminators, and publishers of copyrighted material and the users of copyrighted materials. What I would like to do now, very briefly, is to look at how the law will affect the library uses of copyrighted materials. There's a tendency, because this issue was so heavily discussed over the period of 3 or 4 years, to view the copyright bill as solely concerning the question of the use of copyrighted material. In fact, the law is actually much, much broader than that. It represents a substantial achievement in a high level of protection for authors domestically and internationally. A lot of the worst elements of the present law which was first enacted in 1909 and managed to survive inexplicatably through today were ameliorated by the bill. Now, under the 1909 law, the present law for most purposes until January 1, 1978, there was a great deal of uncertainty over a lot of issues which were of tremendous importance to not only libraries but professional and intellectual communities in the United States in general.

First, how much photocopying of copyrighted materials could libraries or individuals engage in? The 1909 law was silent. There were very few cases that dealt with the question. Publishers were reluctant to bring suits. Also, those kinds of activities were very difficult to detect or were very small in terms of the intensity of the activity.

Another question was--Did it make any difference whether the copying was done by an employee working in a copy center in a library or whether it was done by the user of the library using an un-supervised machine, usually a coin-operated machine? Should different rules apply when a copy is provided for a user from the collection to another library when they provide a copy from the collection of the library where the request

is made? The general issue is whether copyright and the copyright monopoly and the aims that it was supposed to achieve in terms of the reward of authorship and the promotion of authorship could coexist with interlibrary loan networks which were growing up since 1965.

What kinds of material in particular were vulnerable to photocopying? Where exactly was the "threat"? There was, as I noted, very little jurisprudence in the 1909 Act. One big exception was the Williams and Wilkins case, a case you probably are all familiar with. It was called, I believe, in the dissenting opinion in the Court of Claims, the Dred Scott Decision of Copyright; and in a sense it was although it didn't have a dire consequence. It had certain good consequences. The Williams and Wilkins case managed to sum up the problem. It came in 1973. You probably know its facts. It generally involved the National Library of Medicine providing copyrighted journal articles through an interlibrary loan program to usually doctors in the field who requested copies of articles from smaller local libraries who cooperated with the National Library of Medicine. Now, the Williams and Wilkins case involved, I understand, about 16 different judges, and the difference between one result and the other was simply one judge. They almost split down the middle. It was a long, expensive, and torturous process. Insofar as it made any new law, there's some question as to whether all that time and money was, in fact, worth it. The case was affirmed by a four to four decision of the Supreme Court. Under general rules of law, when the Supreme Court affirms a lower court decision by a four to four split decision, the case stands; but the precedential value, the ability to apply that case to new and somewhat different situations is virtually nil. That meant that a result was reached, but not much law was created or could be extracted from the result. Compounding that was the fact that the opinion itself in the Court of Claims rested on eight significant facts surrounding the copyright, the reproduction activities of NLM, and those were extremely narrow. The court didn't say which of those were most important, which were the least important, wehther all eight were necessary in any future situation, or whether only certain ones of those eight requirements were important in future situations. But the advantage of Williams and Wilkins, however limited its effect, was that it managed to demonstrate in a coherent way that there was a logic that could be applied to library reproductions of copyrighted materials so as to allow that reproduction to constitute a fair use under the 1909 law. Now there is no doubt that that logic was comforting to the librarians who were involved in the suit and to other librarians who were anxious to analogize from that result that it was disquieting to publishers. Williams and Wilkins challenged certain assumptions about fair use which had been held for a long time but had never been tested-- that it could not apply to large scale reproduction and that it could not, in fact, apply to the reproduction of entire works (in this case, articles) even though they were part of larger works.

In 1973, the Senate passed a copyright bill with a provision that hadn't been in the bill when it was introduced. That provision was section 108(g)(2) of the law. It appeared on its face to attempt at least a partial reversal of the victory that was won in the Williams and Wilkins case. It generally forbade systematic library reproduction; and, since the clause appeared not only to take away from the ruling in Williams and Wilkins which established that kind of reproduction as a fair use, it managed also to fly

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in the face of some of the newest and most important developments in interlibrary cooperation. The problem that confronted the House of Representatives then was to take this highly controversial provision, 108(g)(2), and try and work out some form of meaningful compromise somewhere between completely unregulated photocopying and the allowing of interlibrary loan to the extent that it could evolve in ways that the House would determine were both rational and responsible. Now, I'm not sure that the House had achieved that end, and I'm not sure that the House or the Congress as a whole could ever achieve that end. They did change 108(g)(2), and those changes are very significant. But I think the importance of those changes was largely to get the bill through Congress without disturbing what had become a fairly delicate balance of interests between libraries and copyright proprietors and to establish some form of regulatory framework for cooperative relationships involving public and private agencies to cooperate closely in providing reprints of journal articles and making available out-of-print works and a whole series of services to users who are increasingly and incessantly demanding access to copyrighted material.

Now this is what they're doing. 108 as a whole is the most important section for any of you to look at in the bill. It covers library reproductions of copyrighted materials and is organized on a kind of logical basis. The copyright bill was designed to simplify what was a very complicated piece of legislation. It didn't simplify it. It improved it, but in some respects it made it more complex. 108(g) does not read like a best seller. It does not read very well at all, and that goes for the whole provision. But I think a careful reading with a sympathetic lawyer can make a certain amount of sense out of these provisions. Their logic and arrangements are not always immediately apparent, but this basically is what it is.

First, 108 does make it clear that none of the conditions in the section, in fact, none of the conditions in that section or in section 106, giving the exclusive rights of copyrights, will be construed to make a library which includes the individual employees of the library liable for infringement arising out of the use of coin-operated or other un-supervised photocopying machines. The liability basically is on the user in those situations. While we probably could conceive of the situation in which the use of an un-supervised machine actually was supervised in the ordinary situation where the service is provided for the user, no liability would attach because of that user's wrongful use of the machine or wrongful use of the material reproduced on the machine.

The second thing in section 108 that is important concerns the general rights of reproduction that are attached to unpublished works. These include manuscripts. They can include letters and materials that are put on deposit for research uses by important people or unimportant people. It can also include a fair number of materials that you might not think of that are unpublished but technically are unpublished. It's quite possible for photographs or for dramas to remain unpublished, for motion pictures to be, in fact, unpublished, or they may appear to have been widely disseminated.

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Insofar as unpublished works are concerned, the rights of reproduction which are in libraries are somewhat circumscribed, but libraries can generally be allowed to reproduce them solely for preservation and security purposes or for deposit for research purposes with another library.

The third point involves the degree to which libraries can deal with published materials. What we are talking about now is facsimile and entire facsimile reproductions allowing the reproduction in facsimile form of published works solely for a replacement of a copy that is damaged, deteriorating, or lost or stolen.

Then we get into the heart of 108 and that section is 108(d). This involves the reproduction of articles which form the part of copyrighted periodicals or parts of a copyrighted collection, an anthology or the like. Now, section 108(d) speaks not so much for the ability of the library to make the kinds of reproduction for its own purposes--deposits, security, replacement--but for users; and it allows the library to make a copy of an article or part of a collection for a user regardless of whether the original is located in the library where the request is made or it's acquired from another library. There are three conditions. One of the conditions is if the library has no notice that the intended use is for any purpose other than study, scholarship or research, and that doesn't mean that you have to conduct an investigation and take sworn statements from users. It means pretty much exactly what it says. The requirement is so that you are not on notice--not that you have to satisfy yourself. While that may seem to be a difference which makes the provision largely unenforceable, it's not so unusual for someone providing materials for a user to become aware of the purpose for which the copy was intended.

Now, the second condition is that the copy which you make has to become the property of the user. It is for the user's benefit.

Third, that a copyright warning be displayed. Examples of an adequate copyright warning will be adopted by regulation by the Registerer of Copyrights; and that model could be followed if you choose, although I have a feeling that there are enough copyright warnings around coin-operated machines now and copying centers so that there are some effective models that you can use that are displayed at the copying center where the orders are taken. That covers the reproduction of articles or parts of collections.

The next section in 108, 108(e), covers substantial or entire reproductions. This provision again allows them to be made regardless of whether or not the original is in the collection of the library where the request is made or from another library only if the copy becomes the property of the user and there's no notice of an intended use of that copy beyond the bounds of individual scholarship and research--and also that there is a warning display. But there's one very important limitation to this which does not attach to the journal article provision that I talked about just before. That is before the copy can be made there must be a reasonable investigation that the copy is not obtainable at a fair price. There probably is a good question as to what a reasonable investigation is. The report that accompanies that provision does indicate that

a reasonable investigation always "involves commonly known trade sources in the U.S." and commonly involves recourse to the publisher where you have the name of the publisher on the copy. There is a section that says, "or the copyright owner, where the copyright owner is disclosed in the records of the copyright registration." That's a little troublesome, and I'm not quite sure what that means. I'm not sure that it was intended to require libraries, where they were unable to get information about who the publisher was, to make a copyright search in the Library of Congress, which actually could turn out to be expensive and extremely time-consuming ... and third, to an authorized reproduction service if one is advertised and available for that particular work.

Now, the key section, 108(g), covers the extent to which all these reproduction rights can be dealt with in a systematic or nonsystematic fashion. 108(g)(1) does ban the related or concerted reproduction or distribution of multiple copies of basically almost all of the material involved in copyright except for journal articles.

108(g)(2) is the crunch. It still proscribes the systematic reproduction or distribution of single or multiple copies of articles or parts of collections of copyrighted materials, but the House of Representatives added a proviso, and it's a significant one. It provides that nothing was intended to prevent libraries from engaging in interlibrary arrangements "that do not have as their purpose or effect that the library or archives receiving such copies for distribution does so in such aggregate quantities as to substitute for a subscription to or purchases of such work." Generally then the dividing line in interlibrary loan under that provision would be where the actual providing of a copy becomes the substitute for acquisition, that the conscious decision to allocate acquisition policies may not be allowed after you reproduce such aggregate quantities of given piece of material. Well, the old problem in section 108(g) was trying to figure out what was meant by systematic copying. The problem in the new 108(g) was that it was obvious that systematic copying related to reproduction in such aggregate quantities. Well, now the problem is what are such aggregate quantities as to amount to a substitute for a subscription or purchase of the work. Congress found this a much more intellectually accessible question than trying to define systematic copying. Into this breach jumped the Commission on the New Technological Users of Copyrighted Work. This was a Presidential commission that was established in 1974 and charged with studying the whole question of photocopying and the whole area of photocopying with the exception of photocopying in face to face teaching situations, and also to study the question of the copyright treatment for computer users of copyrighted materials and for computer programs--their own copyright ability.

The first issue that they took up was photocopy. There are by and large a large number of library members, CONTU publishers, and some people who supposedly represent the public interest in general. Now CONTU offered its good offices to try and get the parties (largely the libraries and the publishers) together to work out some guidelines to interpret what was meant by aggregate quantities. They met in Washington and they met in California. They wanted to get these guidelines into the report which accompanied the legislation. Guidelines were already in the report in terms of classroom

reproductions that would be allowed in face to face teaching activities, and special guidelines for reproduction in music were agreed to come, but the library photocopy guidelines, which would be very important, didn't seem to be coming. They finally reached some form of agreement about a day before the Conference Committee was due to report out a final version of the bill to both Houses and had it passed. These guidelines are reproduced in the report. Well, the guidelines provided that such aggregate quantities as the substitute for a subscription meant, as to a given periodical, filled request for six or more copies of an article or articles published within 5 years prior to the date of the request. Every time I read that or paraphrased it, somebody said, "Once more." Let's try it this way. The guidelines cover articles that are no older than 5 years from the date of the request and in any 1 year a requesting library can procure copies from that particular periodical, any issues in 5 years--up to five copies. Basically, in other words, if you're dealing with current material for any given periodical, the guidelines say you can request up to five copies in any 1 year. Now, they do make a difference between request and copies, and it does say fill requests for six or more copies. Six is the cut-off point. It's when you make the sixth copy that you step out of the guidelines.

Now as to other materials from collections, not periodicals, the guidelines are really exactly the same except there's no 5 year limitation. The limitation extends through the entire life of the copyrighted material, and the assumption there was that published books and collections were more vulnerable to photocopying than individual articles. The basic need was for periodical literature and not for certain monograms or parts of anthologies.

There are other limitations in the guidelines which I just mentioned. They're important. The requesting entities are responsible for maintaining records of the request, not the granting entity, not the library that's providing the copy. The whole thrust of this provision is to govern, not so much the copier, but the party that's requesting the copy. That's quite logical. But you're used to thinking of copyright infringement in terms of the party that's actually making the copy.

Second, in addition to the records of all requests, the requests should be accompanied by a representation that the request is in conformity with the guidelines.

Now the guidelines are not the end of everything. When most people hear five copies it sounds awful, but the fact is that the guidelines are intended to provide some concrete base for predictability in ordinary library request situations. There is material in the introduction of these guidelines that I think makes it clear or at least strongly suggests that these guidelines do not apply in situations where a given organization exists for the specific purpose of providing essential source for copies. So it would appear on the face of the guidelines that it is not intended to restrict or impose these five copy restrictions on the medical library system that is involved with the National Library of Medicine, and that it would not necessarily apply to regional consortia where there is a central source to provide copies. It would make no difference under the guidelines whether this central source was a public agency or a private agency. Well,

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that used to be the area where there was the greatest threat to the copyright monopoly. It would appear that the guidelines tend to cover a rather narrow situation in which one library not involved in any systematic activity just happens to request an article or a part of a collection from another library. That may be true. I think the bill recognized probably correctly that a great deal is going to have to remain to common sense. It is clear that if a reproduction activity that includes the activities of parties not subject to the guidelines or the sixth and seventh copies which take you out of the guidelines have no effect except to throw the activity back into the basic provision of section 108, and now fresh determination will have to be made as to whether or not under the circumstances that sixth, seventh, and eighth copying amounted to such aggregate quantities under those particular circumstances. So the guidelines really are not an inhibition so much as they are a safety zone. Even 108 does not involve the ultimate limitation because the report makes it clear that nothing in section 108 was intended or should be construed to have the effect of limiting the rights of libraries to make reproductions of materials or the use of materials under section 107 of the bill, and that involves fair use.

In effect, the Williams and Wilkins decision and its logic may (and there will be some dispute about this) be alive and well in section 107 of the bill. I think it's clear then that there is a process of reasoning about reproduction that is provided for in the bill. It is potentially expansive. I've said earlier that there were two ways to draft a library provision--the way you make a pair of shoes so that one size fits and that's all, or the way you build a house capable of addition, expansion, or change of location. Congress did the latter. It means that, if you take a look and you try to find a comprehensive code of conduct in section 108, you're going to be very disappointed. Basically, there is nothing in that bill involving fair use of library reproductions linking up with a variety of other sections which affect the ability of teachers to use materials which are in libraries, which I have not discussed. I think the bill will enable us in the future to work out cooperative relationships with the publishers and the libraries in public institutions.

FEDERAL LIBRARY COMMITTEE AND OCLC UPDATE

John Daniels
Federal Library Committee

My name is John Daniels, and you're looking at approximately 33 percent of the professional staff at the Federal Library Committee. The Federal Library Committee is headed by Jim Riley, Executive Director. I'm a program systems analyst for the Federal Library Committee, and Lillian Washington is the FEDLINK coordinator. Some of you may still refer to FEDLINK as FLECC. That's our OCLC enterprise that we have going for the Federal Library Committee. What I want to do this morning is tell you as much as I can about everything that we're doing in the Federal Library Committee, how we function, how we do what we do, and correct any misconceptions. There are misconceptions about the Federal Library Committee. There's one great big one that I want to correct.

The Federal Library Committee exists for <u>all</u> federal librarians. Sometimes I know federal libraries feel, "Well, we're not a member of FLC; therefore, we can't ask FLC for help or we can't even call them on the phone. We can't write them a letter. If we want to write them a letter, we have to go through some channel and we aren't sure what the channel is." Our telephone number is 202-426-6055. If you ha   a question, and if you need help on something, call us. That's what we'r. "ere for. We're a small staff, but we're there to help all 2300 or more ..deral libraries all over the United States and all over the world. We are part of the Library of Congress. Jim reports directly to the Deputy Librarian, Bill Welsh. We are part of the Library of Congress in a very important way. We are the Library of Congress' positive commitment to helping federal libraries. Now there are other commitments that they make, and they work a great deal with federal libraries in other ways, but the five of us exist to work very much with federal libraries—with three professionals and two secretarial staff. We are also, you might say, governed or operated under the guidance of a Federal Library Committee Executive Advisory Committee made up of the legal members of the Federal Library Committee. There are approximately 40 librarians who are permanent and go in and go out as part-time members of what they call the executive members of the Federal Library Committee. This is where some of the confusion sometimes arises. That's one thing I really want to stress because I've had people (and I've only been with them about a year) come up to me and say, "We'd like to get some help, but we're not a member of the Federal Library Committee." Well, everybody has the same right to help every librarian. Every federal librarian has the same right to help whether they're a member of the Executive Committee or not.

Similarly, another point of confusion I want to clarify--"I'm not in FEDLINK, but I have an automation question, but I guess you people are only interested in helping FEDLINK people." Not true, not true at all. We have a very active automation program. That's the thing that occupies most of my time--helping librarians with automation problems. I think, as I describe some of the things that we're doing in the Federal Library Committee to you this morning, you'll see how our FEDLINK or OCLC arrangement is only the tip of the iceberg where we hope to talk federal libraries into taking the tool of automation and its uses as far as we can possibly take it.

The Federal Library Committee has been in existence since 1965. We function principally through committees because the staff has been smaller. The staff, prior to 2 years ago, was just two people--Curt Cylke, who preceded Jim Riley, and the secretary. Now, as I indicated, it is Jim Riley, Lillian Washington, and myself. We have a number of committees which have very, very active roles. The executive workshop is the brainchild of Dr. Bougas in the Commerce Department and is run by our Education Subcommittee. We have a subcommittee that works on seeing what they can do about eliminating some of the difficulties you have in procuring things. As you may know, there was a very excellent all day meeting conducted by the Federal Library Committee at the Marriott. We conducted it, but we didn't participate much. It was other speakers but conducted by the Federal Library Committee in conjunction with GSA at the Marriott. It was last April or March on the subject of procurement--how to simplify procurement, what can we do to make it easier. We had 12 ad hoc subcommittees devoted to various types of automation. These subcommittees are functioning individually. In other words, they're trying to look at certain, specific application areas--like acquisitions, like interlibrary loan, like SDI--and see how can we best automate these particular applications and make them turnkey systems that all libraries can pick up, and how can we put all this together into a cohesive system that a library can use. There are ten of those right now. We have merged a few of them. We're learning things as we go along. One of the things that they're doing now is attempting to learn more about the state of the art. We have piggy-backed onto a contract that the Council of Governments of Washington, D.C., had.

The Council of Governments of Washington, D.C., did a survey of all libraries in the Washington Metropolitan area. We're going to the Council and asking them (it's an automation survey) questions about what they've learned. We hope in either fiscal year 1977 or 1978 to have the Office of Education do another comprehensive survey of all federal libraries. In this particular survey we intend very much to focus on automation--where it's taking us and how much it's being used. There is a survey being done now with money through the Office of Education, cooperatives, and consortia in networks throughout the United States. What are these things? What's happening within them? What automation is evolving from them?

Another thing that we do in the Federal Library Committee which I think you should be aware of is we started and will continue to put out a periodic FLC activity report. I have one here. It lists all the committees, who the chair-persons are, what the purpose of the committee is, what the committee has done during the last reporting period. This was for the 4 months ending April 30. This is a way that we seek to tell

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the world what our various committees are doing. We have 21 committees. Some of them operate with very specific charters to attempt to get things done. Others are forums for information exchange.

Something else that we do is we put out the periodic FLC Newsletter which I'm sure many of you get. I say periodic because it used to be a monthly newsletter. I think it is still called a monthly newsletter. Unfortunately, we missed a few months so we now call it the periodic monthly newsletter.

Finally, we put out our own vacancy announcement which is very eagerly read by many of you who wish to make any type of career advancement or a career change. Many people ask, "Do I have to keep calling in? I get a vacancy announcement, and then I've got to call in again and leave my name to get it the next time." The answer is yes, you do. I'm not sure why it has to function that way, but we tried to set up a mailing list. There is some rule that prohibits this type of thing. I don't know the rule, but, take it from me, there is a rule. We put out a vacancy announcement. It comes out every month or so which lists all the jobs that we know about in the library field, in the federal government, in the library of Congress, and elsewhere.

Now I think I'd like to review some of our contracts and our OCLC involvement.

The OCLC experiment, which we called FLECC and now FEDLINK, has been an unqualified success. I recently had to prepare some justification and some background literature. I thought I'd go back and I'd find out how much just federal government cooperative cataloging has saved. In Fiscal Year 1976, June 1975 to June 1976, we saved—estimated if you relate it back to the cost of salaries of the average cataloger GS-07 or GS-09—1.2 million dollars. Now that does not subtract out the cost of the contract, but it also does not include something you can't put a dollar price on which is the value of that information getting on shelves much sooner because you can catalog faster with OCLC. We in the Federal Library Committee, Jim Riley, Lillian Washington, and myself, don't believe for 1 minute that the present OCLC arrangement is the end all and th. be all where we can stop and say, "Good job well done," and we can just go on to other things and say we've taken care of library automation so far as cataloging.

We have a number of programs under way, and we're constantly learning how to do a better job with the programs we have. I've been very involved in working with GPO during the last 6 or 7 months as they put in their system. I can tell you that I have seldom in my experience of looking at systems analysis efforts seen a better job done than was done by the Government Printing Office. They had an automated system and they were cataloging to that automated system in their own monthly catalog. They were not using CR or LC cataloging practices. They had their own GPO system. They did not use OCLC. It was a GPO automated system. They used terminals, but only as punch card input to the terminal in downtown GPO. They switched over and joined OCLC mainly to promote standardization but also to get the monthly catalog out in a better form and to get it out sooner. I don't know if any of you have seen the July monthly catalog.

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People are very enthusiastic about it. We on the Federal Library Committee are very indebted to GPO for the work they've done. It needs improvement, and we have learned an awful lot from this particular effort. One of the things we learned is that GPO does not operate at all like most of you operate who have OCLC terminals. They have eight people who are ready to use these terminals on a full-time basis all day long. This means if the terminals go down you've got a lot of people sitting around with nothing to do. I'm aware that this can also happen in other libraries but they have much more of a production situation. Another thing we observed there when we took the terminals over and put them in the middle of the room at the Government Printing Office. Well, here are these terminal operators sitting there trying to key in data and waiting for it, and up comes Susie and says, "Gee, did you see Channel 7 last night--Laverne and Shirley? I thought that was good," and the other operator said, "Yes, I saw it," and she typed in "Laverne and Shirley." The record is ruined. In other words we found out we have to actually segregate the operators and move the terminals. We also found that production is a very key thing out there. In other words, we found that people don't like to work on terminals all day long and just do that. We look at production control and we've seen their input averages. They can get five records in from 9 to 10 o'clock, five from 10 to 11, after lunch - three, from 3 to 4 - two, and it has nothing to do with the response time out of OCLC. So we are very much in a learning environment out there.

One of the things we're thinking about looking at also with OCLC, and it ties into a contract we now have, is the potential use of a mini-computer to pack the data. Then the switching center will send it out via a faster means of tele-communication at the end of the day. This will involve an initial search of the OCLC data base by GPO. GPO will undoubtedly be set up at some place down the line as a responsibility center for cataloging. We hope eventually to have ground rules that say that if the Navy is getting something printed through the Government Printing Office that they'll catalog it; they'll do the input cataloging on OCLC if they're on OCLC or they'll at least prepare the work sheet. This will then only be reviewed by GPO. This is a ways off, but this is the way we are intending to go. We're working very closely with the Library of Congress on this, and we hope that it will have a great deal of success. In the manner of tele-communication, it's our intention with our present OCLC network to extend the line that we now have, and the line we now have is main line. We have two lines between Washington and Columbus. We plan to extend that line to Denver, Colorado, probably after the first of the year. At Denver, we intend to bring in federal libraries and perhaps some nonfederal libraries. Why are we bringing some nonfederal libraries in on a government lease line? Because we can bring the cost down. We only have about five or six libraries right now in Denver that want to come in over that line which costs 600 dollars a month. Divide 6 into 600 dollars and you've got each library paying 100 dollars. Bring in 6 more and you've got 12 and that brings us down to 50 dollars. Another reason is that the network organization out there can help our federal libraries. We would save them some money so they could lower cost and they'd save us some money. We don't know if this is going to work yet; we're working with OCLC and with AT&T to try and make it happen. We also have a subcommittee that's working very diligently (it's not an FLC subcommittee) on satellite communications to explore the use of

that technique for a quicker and lower cost tele-communications operation. So much for tele-communications.

Probably two of the most far-reaching studies that we have going right now in the Federal Library Committee are what we call data base design studies. Last spring, in talking with Jim Riley and Lillian Washington, we noted that pretty soon we might be receiving the retrospective tape from OCLC which was called for in the contract. This retrospective tape is a tape of all the holdings that we've sent out there for the past year, and it is in our contract and it is going to be provided by OCLC. It's not only all the holdings that we've input, but it's all the records that we've said, "Yes, we already have it and somebody else has input it and we've gotten it on 3" by 5" cards." So it's rather an extensive list of records from various sources. Somebody in the office said, "Gee, it's nice that we will finally get this tape but what will we do with it." So with that thought in mind we sat down and said, "This is an opportunity to establish a federal data base." Is this a good idea? If it is a good idea, where should it be? What needs should it satisfy and can it be operated by another federal institution? Should it just deal with specialized requirements like government documents? Should it try to serve just a selected group of agencies like DOD or like the environmental agencies?

We have awarded a contract, through the competitive process, to Data Flow Systems and they are coming up with a report. We're working to give them all the information we possibly can. They are going to come up with a report that will be a game plan for the federal library data base and will tell us whether we should have one, where it should be, what it should cost, and what purpose it should serve.

Concurrent with that we have a contract with Larry Livingston as a consultant (Larry Livingston is with the Council on Library Resources) to do an overall survey of what do we mean when we say a federal library network. Where should federal libraries be going together? How should they relate to the Library of Congress? How should the Library of Congress relate back to them? How should they relate to the outside world? To the public? What are the principal goals that they ought to have as a united organization over the next 3, 5, or 7 years? Mr. Livingston is working very closely with the data base contract. His effort is really a long range and a short range planning effort that will tell us through a management viewpoint where he thinks we ought to be going. He will also develop a near term automation planning effort that will probably result, unless they tell us we don't need a federal data base, in some type of automation service that you do not now have. So these are two very important contracts that I think next year Jim Riley or I can come back and actually tell you, "Well, a year ago we said we'd have these two contracts. Now here are all the excuses as to why we never got them."

I might add that the funds for these contracts come almost equally out of the Library of Congress and from other federal libraries. I'm not going to name them because if I do I'm liable to forget one. But an awful lot of federal libraries have provided money and assistance for these various contracts.

Another automation contract which does tie in very carefully back again to our look at OCLC is with Informatics to develop a handbook which will be titled A Guide to Using Mini-computers in Federal Libraries. Informatics has a lot of experience in the use of mini-computers. We know that federal libraries are making and have plans for making extensive use of mini-computers. The Army Library in the Pentagon is one of the chief users in this area right now. NOAA has a large interest in the use of mini-computers. Mini-computers do so much more for you now than they did 5 years ago. We think that mini-computers are going to be one of the biggest things that's happened to libraries insofar as actually performing various applications for libraries. We expect to have a handbook out next year that you can use that will help you plan how your library can use a mini-computer or plan for the use of mini-computers. The object here is to use this tool if it warrants it and if you have a library that can use it.

Some libraries in certain federal agencies have a horrible time getting on whatever computer the department has decided is supposed to serve them. Their applications come in either last or near the end. They often get the poorest programmers in the organization. They are told that there has to be some give because the re-design of the pay roll system is taking longer than we thought. The give frequently happens in the library application. We know this. We know it's bad but it doesn't do us any good in the Federal Library Committee to go around and tell Assistant Secretaries for Administration that this is bad and you ought to be nicer to your library and give them better systems analysts and more automation assistance. Instead we're going to try to play our own game, and our own game right now is mini-computers. In addition to the guide that they're preparing, Informatics is also looking at the use of mini-computers as a switching center device-- and they're not the only people doing this. Several of the networks, mainly NELINET, SALINET, and other networks in OCLC, also have efforts under way to do the same thing.

Next Tuesday at 10:00 in the Labor Department auditorium, there will be a meeting with Mr. Quigg of BRS. We're encouraging as many federal libraries as we can to come because we are in the process of negotiating the contract with Mr. Quigg to provide on-line bibliographic service for his data bases through FLC. This will be our first departure from just providing the common cataloging service of OCLC. We have been criticized in the Federal Library Committee for being the eastern office of OCLC, or the federal government office. Some people come in there and they've actually thought that Lillian Washington worked for OCLC and didn't work for the Federal Library Committee. Well, that's not true and I'm sure those of you who have worked with us know it's not true. We have an outstanding working relationship with OCLC. They work very hard to solve the problems that we have. They are a contractor to us. Quite frankly, they are not as responsive as we would sometimes like them to be, but then they have their own set of problems too. This is something that will give bibliographic searching capability to federal libraries at a lower cost and without the necessity of negotiating their own contract. You will be able to transfer money to LC as you now do with your OCLC contracts. We've had a meeting with Lockheed to attempt to do the same thing, and we intend to meet with SDC also. Why are we doing this? Because you have asked us to provide better service to federal libraries.

Another contract that we have which I think you'd be interested in is with a consultant who is working on revised classification standards for libraries. In addition, the personnel subcommittee of FLC is working closely with the Civil Service Commission to attempt to bring the classification standards that govern most of your jobs into more conformance with reality. I think there is a need to demonstrate to your managements that libraries are very much a part of the problem solving mechanism in federal agencies and in federal departments. Too often they have not been used enough, and that's one of the reasons why they can't get the service for automation that they have so desperately needed; but where libraries are able to provide problem solvers in federal agencies with on-line bibliographic searching capabilities and with government reports in a timely manner that will help them with their research, these libraries will receive better grades, better jobs, and a better environment and be used much more as a tool for problem solvers. You know, I'm not a librarian and I never thought about this until I came to work for the Federal Library Committee; but, all through college and all through graduate school, what did I use as a tool for research to solve the problems that I had to do? The library. I had to write term papers all the time. I went to the library to get out books to study, to learn. It's continually the library--the library--the library. When I came to work, the first job I had was with the Navy Management Office--a long time ago. Then I worked for the Department of Transportation for a number of years. I never used the library to solve any problems. I never went near it except when I was working on a graduate thesis at George Washington. There's something kind of weird and wrong with that--that you would use it so much as an intellectual tool when you're growing up and you're trained to use it, and then you get into a job environment and you ignore it. It wasn't just me; so were the other systems analysts and management analysts also around me, but, hopefully, we're trying to turn the corner on that.

The Federal Library Committee is also talking to BALLOTS and to the Washington Library Network about attempting to bring federal libraries into those data bases through FLC. We don't care if they go in directly. You know, most of them want a network office as soon as we can possibly do so. I pass that along for whatever interest it is. I think that fairly well sums up everything I wanted to get across to you.

DDC's PUBLICITY SUPPORT TO LIBRARIES

Robert Rea
DDC Liaison Office

My purpose is to describe the Public Affairs Program of the Defense Documentation Center. I'll cover the various media we use, and I'll also review some of the public affairs problems we have encountered. Finally, I'll drop hints concerning ways we can assist each other in our public affairs efforts.

First, for those who may not be familiar with the Center, I'll briefly describe its programs and services.

DDC, and its predecessor organizations, have been in existence under various names since World War II. We provide technical information service to all federal government agencies and to their contractors, subcontractors, and grantees.

DDC does not serve the general public directly. Like other government agencies, however, we make unclassified/unlimited technical reports available to the general public through the National Technical Information Service of the Department of Commerce.

Basically, DDC services are provided through four major data banks. The oldest data bank concerns our technical report collection. We have more than one million two hundred thousand reports in this collection. They cover virtually all areas of science and technology. By DOD regulation, the Center is supposed to receive copies of all technical reports--generated by DOD funding--up to and including secret and restricted data. Classified reports and reports having limitations on distribution are made available to DDC users on a need-to-know basis.

The second data bank is called the Research and Technology Work Unit Information System. This is a collection of technically-oriented summaries of R&D projects currently in progress at the work unit level. These summaries cover the who, what, when, where, purpose, progress, and sponsorship of the efforts. From this data bank, DDC will even provide you the names and telephone numbers of persons principally involved in these current Defense-sponsored R&D projects.

The third data bank is called the Defense R&D Program Planning Information System. It contains program planning documentation at the project and task levels. This data bank is an important management tool for alleviating the problem of duplication of R&D efforts.

The fourth data bank is the Independent Research and Development Program. It is concerned with summaries of research performed by industrial organizations which are not fully funded by Department of Defense agreements. Its purpose is to enhance communication between the Defense and industrial sectors.

With the four data banks, DDC can provide information on completed research--current research--planned research--and independent industrial R&D efforts. Retrieval is fast because all the data banks are operated by computers. Information from all four data banks is available to DOD organizations.

Most of the services offered by DDC are free. Our announcement publication, searches of the various data banks, reference aids and assistance, and many other services are provided without any cost to our users. We have even arranged for our contractor users to receive discounts when they purchase defense reports from the National Technical Information Service.

There are nominal charges for some DDC products. We charge 3 dollars for paper copies of technical reports distributed from DDC. If you want to cut costs, we will give you that same report for 95 cents, if you will accept a microfiche copy. Users participating in our Automatic Document Distribution Program pay only 35 cents per document.

If you want a magnetic tape of the announcements in TAB, you can get all 26 issues for 1,000 dollars. For compendiums of the reports accessioned by DDC during the 1960's, the costs vary from 425 to 3,225 dollars. We will give you the computer software packages to use with these products free of charge.

Our users can actually cut the costs of literature searches conducted by NTIS. They can request a free literature search of all Defense-sponsored technical reports from DDC. This bibliography will include citations of the unclassified/unlimited reports distributed by NTIS. The request for an NTIS literature search, then, could be for all non-DOD reports. Since NTIS charges by the number of finds, your costs would be reduced.

There isn't an engineer, scientist, or R&D manager involved in government research and development who couldn't save his time--his talent-- and his organization's money by using DDC services.

For 3 dollars--or as little as 35 cents--he can get a copy of a report that reflects thousands or even millions of dollars of research. If he is stumped by a particular problem, he can query the DDC Work Unit Information System and get the names and telephone numbers of persons working in related areas to seek his solution. DDC programs offer all sorts of additional assistance.

Next to welfare, DDC offers the greatest bargains in government. Registering with DDC is like adding a million-volume library to your facility, and with special information and services available from no other source.

So, then, why isn't DDC better known and better utilized? The answer to that question leads us to the major topic of my talk--the DDC Public Affairs Program.

At DDC, the Public Affairs Program is a responsibility of the User Liaison Office. That office also is responsible for the Center's marketing and liaison programs.

The major DDC Public Affairs Program involves four persons. I am the DDC Public Affairs Officer. I have one writer and one writer-trainee. The fourth member is a clerk-typist.

We write pamphlets, brochures, feature articles, fliers, product inserts, user guides, visitors guides, news releases and some items for the Technical Abstract Bulletin.

We write speeches, motion picture scripts, encyclopedic materials, and special letters.

We design posters, vu-graphs, flip charts, and special data cards.

We prepare all historical materials required of the Center and we develop agenda for special meetings.

The DDC Digest also is produced by my office.

In addition to these general distribution materials, we make a variety of brochures which are tailored for special segments of our user population such as patent attorneys, DOD students, on-line users, and the small business community.

In brief, the DDC public affairs office uses a wide variety of media to publicize DDC programs. So, again, we have to ask the question, "Why isn't DDC better known and used throughout the federal research and development community?"

With 10 years as the DDC Public Affairs Officer, I have gathered a number of reflex answers to that question. Other answers have been supplied through surveys and through visits to user organizations.

I'd like to go over a few of the reasons DDC encounters public relations problems.

A major public affairs problem concerns the fact that our products, for the most part, are classified or limited in distribution. The necessary security and control requirements limits the amount of publicity we can provide and restricts the audiences we can serve.

Because our products are classified and restricted in distribution, various forms are required for their control. User organizations generally dislike having to store, complete, and submit so many different forms. We try to keep these forms to a minimum, but we do have to use them.

DDC was directed to classify its announcement publication, the "Technical Abstract Bulletin." This change didn't help our public relations effort. Also, the imposition of charges for products and services, although nominal, has caused public relations problems.

From 1963 through 1973, the DDC Public Affairs Officer was instructed to conduct only a passive program. In that period, it was basically a one-man operation. Innovative programs were frowned upon; he was only to respond to requests for information. Even in this passive stature, it was possible to get some feature articles published, to make two motion pictures, and to make token efforts with other media.

The present administrator, Mr. Hubert Sauter, wants an active Public Affairs Program. There is a great deal more leeway and encouragement to institute new media and new programs. So you might say the current DDC Public Affairs Program is about 3 years old.

In those 3 years, we have made many changes. The policy of the DDC Digest has changed. We try to keep our Digest articles short, and to have no carry-over of stories. In every issue, we try to publish at least one article concerning some other government information agency of interest to the DDC user community. It would help considerably if the other agencies would reciprocate.

To encourage the routing of the Digest within the recipient activities, we include a routing slip on the back page. We know some users are routing the Digest, but we don't know how many. Gathering this type information is also a problem.

This year, we introduced the "DDC Technigram" which is a flier designed to bring attention to special programs or changes in programs. In mid-September, we sent a "Technigram" to DOD user organizations to inform them they could get all Defense technical reports from DDC at DDC prices. This change in programs can save Defense organizations a lot of money. Last week, I received three telephone calls which indicated the users either didn't receive the "Technigram" or didn't read it.

We instituted a Speakers Bureau at DDC, made up of key employees who are qualified to go out and speak on the Center's programs and services. Of course there are restrictions on travel, and these individuals do have their own jobs which suffer when they are away.

In the area of posters, we know DDC has to compete with other organizations for display space. To better compete, we cut the size of our posters to normal page size. Again, we don't know how successful this approach has been.

Developing public information materials is no problem. And distributing these materials is no problem; we have user lists supplemented by other listings for distributing our materials.

Our problem here is that the materials reach our focal points but are not circulated to the engineers, scientists, program managers, and others within the organizations who would benefit by knowing of DDC services. These individuals can't take advantage of our bibliographic services, our ADD Program, our reference service, or any other service if they don't know DDC exists. If every user organization would circulate the DDC information materials we have available, our output of products would more than double in a very short time.

The image of DDC being a source of information only for engineers and scientists is another problem. There are individuals in many military assignments--outside of R&D--who could benefit from the services of DDC.

There are reports at the Center to help military instructors, maintenance officers, photo laboratory personnel, security officers, laundry officers, brig officers, and personnel in many other assignments.

Currently, we are involved in an effort to help students at Defense-sponsored schools make greater use of DDC programs. We will provide them literature searches, copies of reports, and summaries of current and planned R&D efforts. We hope these materials will enable them to prepare more comprehensive and useful theses, project reports, or even term papers.

While we are on the subject of DDC problems, I would like to discuss a major problem that concerns our military user organizations, those other than libraries. A focal point is assigned for each of our user codes. Often, this is an additional duty assignment for an officer or NCO within the organization. Our problem is that, on change of assignments, many of these persons fail to pass on information concerning DDC to their replace-ments. During a visit to users at Camp Lejeune, North Carolina, I stopped in one activity that was registered with us. I tried to contact the focal point. That officer had been transferred and six other individuals had been given turns with the additional duty assignment. The incumbent had no information about DDC. The information just hadn't been passed on to him. This is an especially difficult problem.

In very general terms, I've described the Center's Public Affairs Program and its associated problems.

I would like to turn to suggestions concerning ways you can enhance your own library publicity efforts and, hopefully, further the DDC Public Affairs Program. I want to emphasize that these are only suggestions. I make no pretense toward having any expertise in operating a library.

First of all, most military libraries should be registered for DDC services, and this access to DDC should be publicized. As I stated earlier, being registered with DDC is equivalent to adding more than a million volumes to your library and adding special data banks and reference services. Again, this is important even if your organization is not primarily involved in research and development.

The Armor School Library at Fort Knox, Kentucky, publishes a booklet which carries descriptions of all its sources of information. DDC was recently offered the opportunity to review that portion of the publication pertaining to the Center. Although the write-up on DDC was accurate, we offered a revised description which we hoped would encourage greater use of our services and would eliminate any feeling that requests for DDC services were an imposition on our time. This type of booklet is an excellent means of advertising library services.

The second step is to make certain you have current literature concerning DDC programs and services. If you are ever in doubt as to the currency of your information, request a new DDC information kit. If you notice any item in the kit that you would like to have as a handout item for your library, let us know.

Make certain also that you have an ample supply of the forms used to request DDC products. We respond to orders for these forms as quickly as possible.

To advertise the availability of the various library services, including access to the DDC data banks, ask for a bulletin board near the snack bar or in some other ar .here a large number of employees will see it. An attractive bulletin board--or boards--will gain attention--especially if the notices are changed frequently and include general interest items. Of course, we hope you will include notices concerning DDC.

Your public affairs officers can give you tremendous assistance in publicizing the offerings of your library. You should be able to get feature articles concerning library services published periodically in your station newspapers. An article concerning your access to the DDC data banks can be prepared from the materials in the DDC information kit. If you would like DDC to coordinate on articles you prepare, we will be happy to do so. Notices in your organizations' employee bulletins also could promote your libraries.

If your command sends out a letter of welcome to new employees, ask the responsible individual to include information concerning library services. Of course we hope you will include information on access to DDC in that announcement.

Another method of publicizing your services is to print messages on card stock that can be used as bookmarks. Or you can make the notices the same size as pay checks and have them distributed with the checks.

Posters or other notices at the book issue counters can help publicize your access to DDC services. If you want to include posters on DDC, we will provide such posters.

Having sample (unclassified) bibliographies pertinent to your organization's interests available at your check out counter can help you promote DDC service. One of these could be a bibliography of all the reports your organization has submitted to DDC. You might find some of your visitors checking to see if their names are included as authors. This also serves

as encouragement to persons preparing technical reports to submit the required copies to DDC.

Many of you receive visits or telephone requests from representatives of contractor organizations seeking technical information. You would be doing them and us a tremendous service by alerting them to their eligibility for DDC services.

If your post or station is involved in military schooling, you should request supplies of a special handout we produced for DOD military and civilian students. We have other special handouts for small businesses and government patent attorneys.

A most important way you can help publicize DDC programs is to circulate and display materials on DDC. If you would like us to send you these materials, please let us know.

Each of you should know that DDC was established to augment your services and not to displace them. The proper use of DDC programs gives you the opportunity to provide your clientele a more comprehensive service. We need your help and we hope we can help you.

I would hope that any time you or any of your library personnel are in the Washington area you will visit DDC for a briefing and tour. We conduct these briefings every Tuesday afternoon at 1:30. While you're there, I'll show you the publicity materials we have available, and we will send you supplies of any you select.

BIBLIOGRAPHIC CONTROL OF TECHNICAL REPORTS USING AN OCLC-COMPATIBLE SYSTEM

Janet Brooks
Defense Communications Agency

There are many people who have been concerned about how to handle technical report literature with an OCLC system, but many of you are already using the OCLC for cataloging technical reports and our remarks here will come as no surprise to you. But for those less familiar with the system and for those considering acquisition of an OCLC system, a lot of questions may present themselves, as for example: Will OCLC be cost-effective for me? Can it be used for cataloging materials I do not want to deposit into the shared cataloging data base? Can I put items into the shared cataloging data base without using some of the standard tags that OCLC declares to be mandatory? If I do put items in, can I suppress some of these things? How can I adjust the OCLC tags to go on to 14/3's and 1634's and 1498's to control the literature under those categories?

The economists estimate that new and improved capital goods contribute between 40 and 60 percent of productivity increases that are experienced currently in the private sector. For that reason, the DOD directive 501034, dated August 4, 1975, calls for the Department of Defense agencies to look favorably on investing in capital equipment to enhance productivity. Therefore, the climate at the top is very favorable to the acquisition of remote terminals. The labor intensiveness of our library operations makes most libraries likely candidates for automation. The many librarians in small libraries are still told by computer experts that their facilities are too low in volume to justify installation of a computer terminal, and it is sometimes difficult for the library which is last to receive technology made freely available to other areas of the agency. Librarians who now take OCLC chiefly as a tool for controlling formally published bodies of literature understandably sometimes feel a little insecure recommending the purchase of an OCLC terminal in instances where the formal literature constitutes only a very small part of their overall collection. Paul Klinefelter has remarked that DDC intends someday to provide the kind of shared cataloging for technical reports that OCLC now provides for the formal literature, but what do we do in the meantime? We can use OCLC for the literature we need to control. Herman Miles says that the input to DDC has declined from a rate of 50,000 documents per year to only 28,000. A lot of technical reports and studies and analyses that used to go into DDC are no longer getting there. Therefore, DDC, even if it had this system, could not give us control over the literature for which we are responsible but which it has not yet received. Everywhere I have served it seems that a very difficult problem is to get in control of the reports and information generated within the agency in which I have served. I suspect that this is

true for many of you. Some of that literature you would not want to place into a shared data base, such as the main OCLC catalog; but you would like to have the advantages of the OCLC facility for putting it into your own system. Our next speaker, Jane Tucker, has been in charge of the OCLC system at NBS since June 1973 and will describe how such report control can be accomplished through OCLC.

TECHNICAL REPORT APPLICATIONS OF OCLC

Jane Tucker
National Bureau of Standards Library

Cataloging of technical reports according to L.C. rules results in control numbers such as report number and contract number being entered as notes on the catalog card, when they cannot be used as search keys in the OCLC system. As a result of studies at the NBS Library, we have found that OCLC does allow you to enter any type of number in the 099 field. You can change all useful numbers which formerly appeared only as notes into series entries which are traced. You can then have card sets produced allowing you to file under the agency that did the work, as well as the agency for whom the work was done.

We have also used the local subject heading 690 field for the contract number and have cards produced which can be filed by contract number. If you are creating archival tapes and using your own computer to search them, you can put the contract number under the 035 tag and retrieve the relevant citations that way.

Inputing records on classified reports can be done easily if you just want cards or entries on your tape and do not want the record to be available to anyone else using OCLC. If you input the basic data to OCLC and then save the record, you can then informat it. For example, you can use the 035 field to show that the report is a restricted document, and this information will be printed at the left of the card where it is very prominent. You can also use the local note field 590 to show the distribution category and put the contract number in the local subject heading field. This record will be recorded on your archival tape and cards can be produced for you, but the record will not go into the OCLC data base.

COMMITTEE ON INFORMATION HANGUPS

Evelyn Fass
Institute for Defense Analysis

There is an organization on the Washington scene with no official sponsor, no dues, no politicking that I have noticed--and, so far, no operating costs that are not gladly picked up as they occur by the members. Though the Committee on Information Hangups began as a group of users of federal information distribution services, its activities have provided a two-way communication channel important to both the users and the distribution services.

It began in July 1968 with the introduction of DDC charges for ordering documents in hard copy. After talking to others at the SLA meeting in Montreal in June 1969, Ruth S Smith of IDA (who has been the chairman of the Committee on Information Hangups since its inception) came to feel it might be useful to learn how many of the users of federal report services had the same problems we at IDA did in dealing with the impact of that change.

From DDC's list of 200 top users, 30 facilities in the D.C. area were identified and invited to send someone to an "unofficial exploratory meeting" to be held at IDA on the 24th of June. They were going to talk about the present state of document information transfer--specifically, the problems that resulted from the changes in DDC delivery procedure, and how they had handled them. Of the 30 invited, approximately 27 facilties--some DOD, some not--responded. Each discovered they were wrestling, separately, with the same problems.

What I find noteworthy is the heterogeneous make-up of this convocation: managers of information facilities from federal departments, from DOD laboratories, from for-profit defense contractors, and from not-for-profit FCRC's had gathered and identified problems they had in common, and had set to work as a group to do something about them. They reached the consensus that they were a group which could provide useful feedback from the user's point of view to improve the flow and handling of documents and information. They went a lot further, as you see, than the original goal--the examination of the impact of user charges.

Between the first meeting on June 24 and the publication of a report in September of 1969, two meetings were held, and a lot of homework was done. Five committees studied and reported on the nature of the user community, the need for field office viewing facilities, the state of abstract bulletins and indexes, and subject categories for SDI. They provided selected statistics and summarized basic user concerns. The report was titled

Information Hangups: Problems Encountered by Users of the Technical
Information Services Offered by DDC and CFSTI with Recommendations for the
Future. Representatives of DDC and NTIS were invited to the fourth meeting
of the group and were presented with the report.

Responses were rather defensive. We were told that we represented only
a small percentage of the users, and critics of TAB and USGRDR should know
that these were designed as announcement tools, not as a bibliographic
record. Dr. Stegmaier, director of DDC, suggested we aim our guns at all
government information services including the AEC, NASA, and possibly GPO.
Colonel Downie of COSATI also suggested we broaden our scope "to fight the
bigger battle." Hu Sauter, then director of Clearinghouse, was a little
more friendly; but I think we took him a little by surprise, too.

But--they read the report. They found this was not just a bunch of
carping critics. They found statistics, analyses, and concrete suggestions
for improvement. The report was given distribution. It was announced in
Special Libraries and made available through ERIC. It had impact--both on
other users and on the suppliers. Paul Howard of FLC asked for an account
of the last meeting to put in the Federal Library Record. LaVera Morgan
of NRL introduced the report for discussion at the 13th Military Librarians'
Workshop in Newport and asked to reproduce portions in the Proceedings.
Ruth McCullough took it to the National Security Industrial Association,
which showed interest and support. Masse Bloomfield at Hughes Aircraft
in California said, "This is what we've been trying to tell DDC." Frank
McKenna at SLA said, "We're not moving too fast working with COSATI; please
let us participate in your efforts." Hangups went international when ASLIB,
in Great Britain, wrote to ask for a copy of the report.

On the government side--DDC responded. Expedite service became better.
TAB got a type face that was easier to read. A title index appeared,
beginning with the 1969 compilation. The Form 55 was re-designed and was
printed in multiple form on NCR paper, and Form 1 was re-designed.
Clearinghouse also responded. All the suggestions in the report were
adopted. Among them w changes in title (from USGRDR to GRA), in frequency
of the index, in legibility of the information on the spine. The accession
number moved from the end of the abstract to the first spot in the entry and
was printed in bold print.

DDC and Clearinghouse found something out. They found they had a
feedback mechanism. They had a consumer's group which did not want just to
shoot barbs but to work out solutions together.

Amity and cooperation between users and suppliers grew. Soon, there
was information in ASPR explaining DDC services available to contractors.
We received, among other things, advance word of changes in film production;
of the charges to be instituted for distributi·· of reports on microfiche;
and of the production of the 16mm compendium ' .B announcements, "R&D in
the 60's."

By this time, the committee was meeting fairly regularly, every second
month. Somewhere along the way, the name was changed to the more catchy
title of Committee on Information Hangups. By now, a representative of

DDC--often the director or deputy director--was attending each meeting. A representative of NTIS--often the director or deputy director--attended each meeting. The chief of NASA's technical information facility and his deputy attended each meeting. There was dialogue. Users and producers talked about Form 55, about educating contract monitors and release authorities regarding document release, and about problems of users in acquisition of old documents.

Then, something happened which for the user group was a real turning point.

In October 1971, NTIS, contemplating further update of its directory, invited (and the important word is invited) CIH "to take a look at NTIS with an eye to suggesting ways of cutting their operating costs without hurting the user." CIH had arrived. A Document Procurement Subcommittee was set up consisting of one librarian from DOD, one from a nonprofit FCRC, and two from federal contractors. They zeroed in on bibliographic control, looked at NTIS in terms of the whole federal documents retrieval picture, and decided to address themselves to the greater picture of federal document retrieval and delivery--from NTIS, NASA, DDC--all of it. I recommend you read Distinction Is All, which is the name of their report. Consider its recommendations in relation to the networking developments that are taking shape today under the encouragement of NCLIS. Consider their recommendations in relation to the mission of the new Office of the Special Assistant to the Librarian of Congress for Networking. You may conclude that the CIH Subcommittee on Document Procurement was on the right track. Their report is in the literature. It is available from ERIC. I have seen it referred to several times in examinations of the national bibliographic needs.

In its 7 years, the Committee has identified and examined many hang ups. I've left out a lot--but I can't neglect telling those who may not know that the How to Get It directory--that good reference tool--was the brainchild of CIH. The directory subcommittee went to several organizations to try to find a sponsor. SLA, Joint Venture, and NSF liked the idea, but had no money available. Finally, our administration at IDA accepted a proposal to let our library produce it as an IDA research project. It was done in 6 months by Regina Nellor and can be bought for $7.25 from NTIS. I have brought samples of this and other CIH products, plus a bibliography for those of you who'd like it.

In June 1974, DDC invited (again, the important word is invited) Hangups to make substantive input to DDC's long-range study. There was an all-day meeting in Springfield, Virginia, with full dress presentations by the DDC staff. They asked that we review existing DDC services and identify user requirements for the next 10 years, that we define and quantify user requirements and document our analyses. Then, Hu Sauter (the present director of DDC) told us that, if we didn't like what was happening in 10 years, it would be, in part, our own fault.

By now, Hangups had developed a style of operating. Subcommittees were formed. Reports were written Chairmen defended their committee reports in an editing session, and the whole thing was formed into a final report which

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came out in January 1975 titled Especially DDC: Users Look at the DOD Information Transfer Process. Recommendations were made for action by DDC, by DOD, by the Executive Branch, and by the users. DDC management acted on the things they were able to change and distributed copies to the right people at higher levels and in other user groups. A follow-up meeting was held in May of this year to review the impact of the report. Let me recommend an excellent article in the forthcoming issue of Special Libraries (November)--called "Dialog with DDC"--which is noteworthy because it was written, in collaboration, by Joan Sweeney of the Committee on Information Hangups and Herman Miles, Deputy Director of DDC.

DDC has since commissioned Auerbach Associates to do a 10-year requirements and planning study, which has recently been completed. It will be interesting to learn the results of a comparison of this with the Hangups report.

Since the DDC study, Hangups has undertaken to examine GPO and its problems. As you may know, because some of you received the questionnaire, a sampling of the GPO user community was surveyed to learn, among other things, how they use the Monthly Catalog, how they acquire their GPO documents, what they think of document delivery. This time the SLA Government Information Services Committee, with a small grant from SLA, coordinated the effort and worked in conjunction with Hangups as well as the Association of Law Librarians.

The survey has been completed and evaluated. The final report, I understand, will be published very soon in Special Libraries. Since GPO staff members cooperated fully with the Hangups subcommittees and have attended our meetings, we can hope for serious attention from GPO as well as the Joint Committee on Printing to the results of the survey.

I can't measure the extent of the influence of CIH on the birth of other user groups--but we received a lot of mail from people who wanted to know how to organize one. Let me refer you to the article by Ruth Smith in Special Libraries, "The User Group Technique in Action" (January 1973). Under the sponsorship of the DDC office of customer relations, the fifth annual Science and Technology Information Seminar was held in New Haven in April 1970. The chairman of Hangups was invited to chair a panel to describe "the use of a small local group to present and work out problems with DDC." In the same invitation was included the information that DDC had decided to give up its large customer-relations meetings in favor of small meetings like Hangups, which DDC found more fruitful. DDC regional user groups were instituted. The Los Angeles Area Regional Users Council was begun in 1970 and produced its report of the user-supplier interface as it looked from the west coast. By 1971, there were 40 similar user groups established to communicate with the DDC management. Some of these have survived and been active, some have not.

To conclude: We know CIH has the special advantage of being here in the National Capitol area where it has been able to establish first-hand communication with the suppliers of information services. In any region or locality, there are probably several libraries or information facilities which at first look have little in common. But, if the military librarian

and the business librarian and the local government librarian get together, they will find they are consumers who deal with at least some of the same information sources.

This is a decade of dynamic change for us. None of us doubts that as networks grow, and federal information sources grow and change, there will be effects on our own facilities that we will have to deal with.

One thing we can learn from the Hangups experience is that a converted voice will get attention. And, in time, they'll be asking your opinion. And, in time, they may even be wondering what they ever did without you!

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STREAMLINING PURCHASING OPERATIONS

Mrs. Armstrong
Navy Regional Procurement Office

I work for the Navy Regional Procurement Office in Washington. I do teach a course on procurement. It is a Navy-sponsored course but it does cover all DOD activities in the Washington area. We in the Navy are tasked by DOD to conduct this course. I have found through my experience that this course is excellent to give people a background on why we in the procurement field say, "Hey, you can't do that today." Unfortunately, people in procurement operate under ASPR, that is the Armed Services Procurement Regulations, which were formalized in 1947. Again, we find in dealing with librarians and libraries that most of the requirements can be handled utilizing small purchase procedures, and people say, "Small purchase, hey, just submit the request to the purchase shop, and we get it. We know it really doesn't work that way.

In 1974, Public Law 93-356 was passed. This allowed the use of small purchase procedures up to 10,000 dollars. Prior to that, it was up to 2,500 dollars. We have 17 exceptions under the formally advertised law. Exception three happens to be the small purchase procedure. As I say, most libraries really do streamline their procurement function and can handle most of their requests under the small purchase procedures.

When we get into procurement we go into an area of who has procurement authority. We look into ASPR and ASPR states that we have certain procurement activities, and the head of a procurement activity is not necessarily the head of a purchase function. So, especially when you get down to your small libraries, you say, "Well, they're the head of my procurement shop"; and I say, "No, I really don't have procurement authority." We'll have to go back to ASPR and look around and see. O.K., I am an HPA, Head of Procuring Activity. I cannot even issue an order. I cannot even issue a BPA call (and most of you should be familiar with BPA calls, hopefully) until I get procurement authority. My job in the Navy in the Washington area is granting procurement authority to various activities. So, when you look at authority it is not just necessarily placing the order.

First of all, you must have a grant of authority. The grant of authority is from ASPR down to an HPA, a head of a procuring activity who re-delegates the authority to what we call a Contracting Officer. This is not only in the Navy; it's in the Air Force and it's in the Army. The Contracting Officer is the only person who has authority to commit the government. We also know in government procurement that the Contracting Officers are few. Therefore, he has buyers who normally handle all the paper work, negotiate the contract, recommend the award, not necessarily

make the award but recommend the award. Along the same line, we have people that we call Ordering Officers. We have found in my particular job that most of the libraries have Ordering Officers in our definition. Some of the Ordering Officers are delegated by the BPA maneuver. Some are actually delegated by the HPA. If you have no Contracting Officer authority and you are a tenant activity located on a base that has procurement authority, you may not necessarily have procurement authority. So, you have to check all this out. Our Ordering Officers are generally people who are limited to a specific dollar amount. Under ASPR that limitation is generally 500 dollars, unless you are placing an order against a specific type of contract.

We have found that most of the procurement of the books and periodicals you handle uses small purchase procedures. Again, this is exception three under ASPR 2304A3. We have certain procedures that we must follow even under small purchase orders. It is a Public Law and you must have a Contracting Officer's signature. It's not just something that your buyer over in a shop somewhere says, "Hey, you can't do that." They are going by rules and regulations. They have tried to streamline the rules and regulations under small purchase procedures, but I say you don't have to formally advertise. You can negotiate. But negotiate under a specific set of guidelines. Normally, this is what the buyer is trying to relate to people of all sets-- not only librarians. We tried to negotiate competition on a limited basis. Our ASPR says that we will generally contact three suppliers. Sometimes, you'll find as you're dealing with people that you can only have one supplier. Then you say O.K., we must document to sole source. I'm sure everyone has heard that horrible term, sole source, right? That's when there is only one source that meets the requirement. So, under small purchase we say competition is limited, documentation is minimal, and the solicitations are generally oral. We don't fill out a long, involved, 28-page form and send it out to a contractor. In many cases, we can award on an all or none basis if we have a listing of many items. We can award in an all or none situation as long as we inform the contractor that we are going to award in an all or none situation.

Then we get into the area of the purchase requirement. Now, this covers everything that you want to procure using appropriated funds. When you get into the non-appropriated fund situation, I suggest that you check further because normally I'm just involved in appropriated funds. Every purchase request, every purchase action, has to start with what we call in procurement a purchase request. Someone must initiate that purchase request. You should not pick up the phone and call the contractor and tell him to send the material. We must, again, generate a form and on the purchase request we must have certain data. It's up to the requiring activity to determine the requirement, the quantity, and the delivery date. Under his delivery date, if he determines the requirement to be the next day, he may pay a more expensive price. If he knows he can use the requirement within 2 months, that allows ample time and we are going to pay a normal price.

The requiring activities must also certify that regular supply channels are not being circumvented. We're not going to a non-government source when we can get the items from a government source. Again, this is normally verified in the procurement shop.

Another requirement of the requiring activity is the authentication of funds. The procurement shop does not have control of your funds. You have the responsibility, generally, for your funds. By an authorized signature on that purchase request, you're stating that we have these funds available for that procurement action. If you don't want us to exceed those funds, you should tell us on the purchase request, "DO NOT EXCEED FUNDS." Otherwise, it's usually open. Within each DOD activity I know that people set certain guidelines. If it's in excess of 10 dollars, they will call the requiring activity. Most of the regulations state that you, the requesting activity, should tell us don't exceed the funds unless you contact us. In today's economy you may have ordered the book last year for 25 dollars. This year it's 50 dollars and, with budget restraints, we all have to be very award of this.

The responsibility of the procuring activity. Now this may be your buyer sitting in your shop or it may be a large procurement shop. When we're dealing with the Navy Supply Center in Norfolk, you may be out at Little Creek and have to send your requirements into the supply center in Norfolk. You can lose the feeling of being an individual; but the buyers, regardless of where they're located, have certain responsibilities. They must insure, first of all, that competition is available and obtain competition where possible. This is a matter of law. If it is not possible to be openly competitive, then, they must assure themselves that it is sole source. Generally, this is by some documentation submitted by a library or any other requiring activity. We all have the same rules and regulations. Under ASPR, it doesn't state that I must have a source as a purchasing agent. It should be up to me to purchase the items that the requestor is asking on the request. In the Navy we ask the requester to please fill a recommended source; and, again, the requirement is from the buyer to determine the source and make the source. The buyer again will look at it--Do we have a government source, yes or no, and make that type of decision.

They have other decisions to make on rotations of suppliers. Then they must accomplish all the administrative paper work. They have to administer the purchase order or contract or delivery order or BPA call. It goes all through the requirements.

We have various methods of procurement. The best method that we have found for the procurement of books and periodicals and routine supplies is the blanket purchase agreement method of procurement. The procurement shop will establish an agreement with a vendor. In that agreement they authorize BPA callers. These are what we refer to as Ordering Officers. Again, to be an Ordering Officer you have to determine procurement authority. Generally, these Ordering Officers are authorized up to 500 dollars. In the purchase shop the purchasing personnel are authorized to place BPA calls up to 5,000 dollars. This is with the 1974 ASPR. So, if you have a large order, it could be conceivably placed for 5,000 dollars, if you're in the purchasing shop. In the library, generally, it's 500 dollars per BPA call.

How does the BPA work? The purchase request is received. The call is made to the contractor. The contractor provides the price of the item and the delivery date. The purchase request is documented and distributed to either the receiving activity or the paying activity. Finally, the material

is received and then the invoice is received. It is certified and sent to the paying office for payment, hopefully. I know that's another problem. Not only libraries are facing this problem, but everybody else is facing this problem. You just don't hear this from one group of people. You hear this from every segment in the procurement field that payment is a problem. I have a few friends in the paying activities and they are blaming the procurement activities. It's just a vicious circle. It's a matter of training. Everything has to be absolutely right. You don't want to duplicate a payment to a contractor, but it is a problem. Everyone is working on the problem.

PARTICIPANTS

LUCILLE ACHAUER
Naval Sea Systems Command Technical
  Library
Room 1E-28
National Center, Building 3
Washington, D.C.   20362

ROSE AKERS
Chief Librarian
Recreation Services Libraries
Fort Hood
Killeen, Texas   76544
Autovon: 737-6011

CATHERINE ALVARO
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2233

ALFRED M. ANZALONE
Librarian
PLASTEC
Picatinny Arsenal
Dover, New Jersey   07801
Autovon: 880-2778

MARY ASH
Chief Librarian
Keith Hodson Memorial Library
Canadian Forces College
215 Yonge Boulevard
Toronto, Canada   M5M 3H9

DON BARRETT
Head, Reader Services
U.S. Air Force Academy Library
Colorado Springs, Colorado   80840
Autovon: 259-2590

JAMES W. BARRY
Uniformed Services University of
  the Health Sciences
Concepts Analysis Agency
Bethesda, Maryland

LOUISE C. BARRY
Director of Libraries
U.S. Army Armor Center
Fort Knox, Kentucky   40121
Autovon: 464-5351

DORIS P. BASTER
Librarian
The Ruth H. Hooker Technical Library
Naval Research Laboratory
Washington, D.C.   20375
Autovon: 297-2357

EUGENE G. BEARY
Chief, Technical Data Reference
  Branch
U.S. Army Natick R & D Command
Natick, Massachusetts   01760
Autovon: 955-2248

PAT BERGER
Librarian
National Bureau of Standards
Route 70S & Quince Road
Gaithersburg, Maryland   20760

RANDALL BERGMANN
AFGL (Stop 29) SVOLR
Hanscom Air Force Base
Bedford, Massachusetts   01731
Autovon: 478-4742

MARTHA BLAKE
Chief, Library Branch
U.S. Army Construction Eng. Res. Lab.
P.O. Box 4005
Champaign, Illinois   61820
FTS: 958-7253
Commercial: (217) 352-6511, Ext. 253

MARY B. BONNETT
Assistant Librarian
Defense Communications Agency
Code 205
Washington, D.C.   20305
Autovon: 222-2468

STANLEY J. BOUGAS (Dr.)
Librarian
Department of Commerce (Stop 206)
14th Between Constitution & E Street,
   N.W.
Washington, D.C.   20230

MURRAY L. BRADLEY
Head, Acquisitions
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2370

ROSE BRATTON
National League of Cities Library
1620 I Street, N.W.
Washington, D.C.   20006

EMMA M. BRAUND
Librarian
U.S. Army Engineer School
Building 270
Fort Belvoir, Virginia   22060
Autovon: 354-1318

JANET BROOKS
Chief, DCA Technical Library
Defense Communications Agency
Washington, D.C.   20305
Autovon: 222-2468

SYBIL H. BULLOCK
Librarian
USAARL Library
P.O. Box 577
Fort Rucker, Alabama   36362
Autovon: 558-5109

CAROL J. BURSIK
Librarian
U.S. Army Armor School Library
Building 2369
Fort Knox, Kentucky   40121
Autovon: 464-8330

FAITH BURTON
Librarian
Electromagnetic Compatibility
   Analysis Center
ECAC Building 120
Annapolis, Maryland   21402
Autovon: 281-2251

MADGE J. BUSEY
Chief Librarian
Van Noy Library
Building 1024
Fort Belvoir, Virginia   22060
Autovon: 354-1045

JAMES H. BYRN
Supervisory Librarian
Morris Swett Library
U.S. Army Field Artillery School
Room 15, Snow Hall
Fort Sill
Lawton, Oklahoma   73503
Autovon: 639-4525

DENNIS L. BRYON
Cataloger
Air Force Institute of Technology
   Academic Library
Wright-Patterson Air Force Base
Dayton, Ohio   45433
Autovon: 785-3336

CATHERINE L. CALDWELL
276 Oak Drive
Coraopolis, Pennsylvania   15108

FRANCES L. CAREY
Associate Library Director
Naval War College Library
Newport, Rhode Island   02840
Autovon: 948-3163

I.G. CARLSON
Head, Research Library Division
Naval Electronics Lab. Center
271 Catalina Boulevard
San Diego, California   92152
Autovon: 933-6620

FRANK CARROL
Post Library
Fort Riley, Kansas   66442
Autovon: 856-2322

MATHILDE Y. CARTER
Acquisitions Librarian
Military History Research Collection
Carlisle Barracks, Pennsylvania   17013
Autovon: 242-3600

MARY ROSE CATALFAMO
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2233

LOUTRELL E. CAVIN
Director of SAC Libraries
SAC/SPSRL
Offutt Air Force Base
Omaha, Nebraska   68113
Autovon: 271-2367

A. VIRGINIA CHANEY
Chief Librarian, 172nd Inf. Bde
  (Alaska)
Post Library
Building 636
Fort Richardson
Anchorage, Alaska   99505
Autovon: 317-862-0201

JAMES L. CLARK
Authority/Reference Librarian
Air University Library
Maxwell Air Force Base
Montgomery, Alabama   36112
Autovon: 875-2291

JAMES P. CLARK
Chief Librarian
Redstone Scientific Information Center
DRSMI-RB
Redstone Arsenal
Huntsville, Alabama   35809
Autovon: 746-5195

BARBARA L. COLLIER
Chief, Office of Administrative
  Services
District Library
U.S. Army Engineer District
210 North 12th
St. Louis, Missouri   63101
Autovon: 698-2817

BRENDA G. CORBIN
Librarian
Naval Observatory Library
34th and Massachusetts Avenue, N.W.
Washington, D.C.   20390
Autovon: 294-4525

ALICE L. COX
Technical Information Specialist
Defense Documentation Center
Cameron Station
Alexandria, Virginia   22150
Autovon: 284-6871

ALICE CRANOR
Naval Weapons Support Center
Crane, Indiana   47522
Autovon: 482-1615

ALICE S. CREIGHTON
Assistant Librarian, Special
  Collections
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2220

DOROTHY A. CROSS
Deputy Staff Librarian (Heidelberg)
Command Reference Center
Headquarters, USAREUR & 7th Army
APO New York   09403
Heidelberg Mil (2121-)8129

JOHN P. CUMMINGS
Assistant Librarian, Readers Services
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2208

HELEN R. DAILEY
Administrative Librarian
Station Library NAS/NATC
Building 407
Patuxent River, Maryland   20670

JOHN DANIELS
Federal Library Committee
Library of Congress
Washington, D.C.   20540

BONNIE D. DAVIS
Librarian
Naval Explosive Ordnance Disposal
  Facility
Indian Head, Maryland   20640
Autovon: 364-4738

JOAN F. DeCOSTE
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2233

ANTOINETTE M. DELISI
Head, Circulation
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2132

JEAN E. DICKINSON
Librarian
AFFTC Technical Library
6510 ABG/SSD
Edwards Air Force Base
Mojave, California   93523
Autovon: 350-3606

NANCY C. DICKINSON
Naval Regional Librarian
NAVEDTRASUPPCENLANT
Building Z-86, Naval Station
Norfolk, Virginia   23511
Autovon: 690-4368

ELIZABETH M. DICKSON
Librarian
NAVSUPSYSCOM
Washington, D.C.   20376
Autovon: 227-3885

CLARA R. DILL
Zama Recreation Services Area Librarian
Camp Zama
U.S. Army Libraries
Japan
APO San Francisco, California   96343
Autovon: (315) 233-1101

ELIZABETH DILS
Librarian
Base Library
U.S. Naval Submarine Base NLON
Box 15
Groton, Connecticut   06340
Autovon: 241-3723

ELEANOR A. DRISCOLL
Chief Command Lib. Division
Air Force Systems Command
AFSC/DPSL
Andrews Air Force Base
Washington, D.C.   20334
Autovon: 858-3552

ANNA B. DUMAS
Command Librarian
BMDSCOM
P.O. Box 1500
Huntsville, Alabama   35807
Autovon: 742-3877

RAMONA J. DURBIN
Head, Serials
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2379

AILEEN V. ELLIS
Chief, Library Branch
Base Library, FL 2823
Eglin Air Force Base
Valpariso, Florida   32542
Autovon: 272-5636

JANET L. ELLIS
Librarian
Marine Corps Air Station (Station
  Library)
Beaufort, South Carolina   29902
Autovon: 630-1500

EVELYN A. ENGLANDER
Librarian
Headquarters, Marine Corps -
  Historical Reference Library
Code HDR
Washington, D.C.   20380
Autovon: 224-1481

MARY D. ERWIN
Cataloger
Library Service Center
Attention: AFZX-PA-GRL
Fort Polk
Leesville, Louisiana   71459
Autovon: 863-2808

RICHARD A. EVANS
Library Director
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-?194

JUDY H. FAIR
Director of the Library
Urban Institute
2100 M Street, N.W.
Washington, D.C.   20037

PATRICIA FARRELL
Library Director
National War College
Fort McNair
Washington, D.C.   20319
Autovon: 223-8516

EVELYN FASS
Assistant Manager
Technical Information Services
Institute for Defense Analysis
400 Army-Navy Drive
Arlington, Virginia   22202

JEFF FIELDING
Public Relations Director
Baltimore County Public Libraries
320 York Road
Towson, Maryland   21204

BETTY L. FOX
Reference Librarian
Defense Nuclear Agency
Washington, D.C.
Autovon: 221-7789

DEXTER FOX
Librarian
U.S.A. E.H.A. Library
Building E-2100
Aberdeen Proving Ground,
  Maryland   21010
Autovon: 584-4236

DIANE FOX
Librarian
Fleet Analysis Center
Corona, California   91720
Autovon: 933-4467

JOAN M. FREDRICKSON
Chief Librarian
Recreation Services Library
Building P-9023
Fort Lee
Petersburg, Virginia   23801
Autovon: 687-2322

JUNE R. GABLE
Librarian
Strategic Systems Project Office
Tech. Library Branch
Washington, D.C.   20376
Autovon: 227-2851

DELFINA C. GALLOWAY
Chief Librarian
USAADS Library
Building 2, Wing E
Fort Bliss
El Paso, Texas   79916
Autovon: 978-1902

CAROLYN A. GARRETT
Cataloging Librarian
Presidio Main Post Library
Building 386
Presidio of San Francisco
San Francisco, California   94129
Autovon: 586-3448

JANEAN GARRETT
Supervisory Librarian
Naval Avionics Facility - 750
21st & Arlington Streets
Indianapolis, Indiana   46218
Autovon: 724-3231

RALPH GERS, JR.
Division of Library Development
& Services
P.O. Box 8717
Baltimore-Washington International
Airport
Baltimore, Maryland   21240

NANCY GILBERT
Army Library
Pentagon
Washington D.C.   20310

BEN GLIDDEN (Major)
Acting Librarian
U.S. Air Force Academy (DFSLB)
Colorado Springs, Colorado   80840
Autovon: 259-2590

SUSAN J. GOODWIN
Librarian
Portsmouth Naval Shipyard
Shipyard Library, Code 863
Portsmouth, New Hampshire   03801
Autovon: 684-2769

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Post Library
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Librarian
Logistics Library
Bunker Hall
Fort Lee
Petersburg, Virginia   23801
Autovon: 687-2374

TOM GREENE
Librarian
The Institute of Heraldry
Cameron Station
5010 Duke Street
Alexandria, Virginia   22314
Autovon: 284-6544

ELDEEN J. GREENLAND
Library Technician
USA Test & Evaluation Command
Technical Information Center
Attention: DRSTE-SG-H
Aberdeen Proving Ground,
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Autovon: 283-4564

WALTER B. GREENWOOD
Director
Navy Department Library
Building 220
Washington Navy Yard
Washington, D.C.
Autovon: 433-2386

DONNA K. GRIFFITTS
Administrative Librarian
Joint Medical Library USA/USAF
Forrestal Building, Room 6E040
Washington, D.C.   20314
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MARINA GRINER
Supervisory Librarian
Academic Library
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Indianapolis, Indiana   46216
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Base Library
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EUGENE W. HALL
Chief, Information Resources Division
Defense Mapping Agency Topographic
  Center
6500 Brooks Lane
Washington, D.C.   20315
Autovon: 287-2036

LILIAS R. HAMMERICK
Reference Librarian
Othon O. Valeuf Learning Resources
  Center
ATSS-LRC
U.S. Army Sergeants Major Academy
Fort Bliss
El Paso, Texas   79935
Autovon: 978-8176

MARCIA W. HAMPTON
Chief, Library/Learning Center
U.S. Army Security Agency Training
  Center & School
Attention: IATTE-SLC
Fort Devens
Ayer, Massachusetts   01433
Autovon: 256-3413

MARGARET F. HARDIN
Chief, Librarian
Recreation Services Library Branch
Attention: ATZR-PARSL
Fort Sill
Lawton, Oklahoma   73503
Autovon: 639-6113

LESLIE N. HARRIS
Head, Cataloging
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2579

NANCY HARVEY
Librarian
AMIIA Information Services
HQDA (SGMI-IS)
Washington, D.C.   20314
Autovon: 223-5480

CHARLES D. HASKINS
448 Manor Road, No. 7
Newport News, Virginia   23602

JUDY HAWTHORNE
Reference Librarian
Rock Island Arsenal Technical Library
Attention: SARRI-LPL
Rock Island, Illinois   61265
Autovon: 793-4208

AVA D. HEADLEY
Librarian
OTEA Technical Library
5600 Columbia Pike
Falls Church, Virginia   22041
Autovon: 289-2234

JAMES T. HELLING
Branch Library
(AFIT-LDSL-787-3039)
Air Force Institute of Technology
Wright-Patterson Air Force Base
Dayton, Ohio   45433

NOLAN HENLEY
DMAAC Research Department
DMAAC (Stop 46)
St. Louis Air Force Base
St. Louis, Missouri   63118
Autovon: 698-4543

CAROL HILLIER
National Defense University Library
Fort McNair
Washington, D.C.   20319

GEORGIANA HILLYER
Chief, Technical Library
AFWL Technical Library
AFWL/SUL
Kirtland Air Force Base
Albuquerque, New Mexico   87115
Autovon: 264-1766

KATHLEEN HOGAN
U.S. Army Aviation Training Library
P.O. Box Drawer O
Fort Rucker, Alabama   36362

WANDA C. HOLDER
Director, Army Library
Post Library
Fort Leavenworth, Kansas   66027
Autovon: 552-3539

MARY ANN HORNE
Army War College Library
Carlisle Barracks, Pennsylvania
  17013

VIVIAN S. HOWARD
Chief, Learning Resources Division
USAIS
Fort Benning
Columbus, Georgia   31905
Autovon: 835-4053

UNA HUGGINS
Army Library Program
Office of the Adjutant General
  (DAAG-RE-L)
Washington, D.C.   20314

DORIS HUNTER
Assistant Director, Library Services
USA Military History Research
  Collection
Carlisle Barracks, Pennsylvania   17013
Autovon: 242-4139

CAROL JACOBSON
Physical Science & Engineering
  Librarian
Naval Surface Weapons Center/
  White Oak Lab
Code WX-40, Room 1-321
Silver Spring, Maryland   20910
Autovon: 290-2545

M. MALINDA JOHNSON
Post Librarian
Building P-411
Fort Stewart
Savannah, Georgia   31313
Autovon: 971-2260

STANLEY KALKUS
Head, Library Department
Naval Underwater Systems Center
Code 54
Newport, Rhode Island   02840
Autovon: 948-4338

WILLEM KIEVITH (Major)
Chief, Library Division
U.S. Army Command & General Staff
  College
Bell Hall
Fort Leavenworth, Kansas   66027
Autovon: 552-3408

IRMA W. KLEIN (SAMI)
Librarian
Naval Surface Weapons Center
White Oak, Maryland   20910
Autovon: 290-2545

PAUL KLINEFELTER
Deputy Director of Technical Services
Defense Documentation Center
3826 Legation Street, N.W.
Washington, D.C.   20015
Autovon: 284-6818

LU P. KNIGHT
HQ AFSC Technical Librarian
HQ AFSC Technical Information Center
Andrews Air Force Base
Washington, D.C.   20334
Autovon: 858-3551

NATALIE E. KOTHE
Chief
Scientific & Technical Information
  Center
U.S. Army Engineer Topographic Labs
Fort Belvoir, Virginia   22060
Autovon: 354-3834

SUZANNE KUENY
Librarian
Recreation Services Library
U.S. Military Academy
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L.S. KUNTZ
Librarian
Center Library
Building 9202
Fort Rucker, Alabama   36362
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S. EARL LAFON
Head, Library Division
U.S. Naval Weapons Center
China Lake, California   93555

ROBERT A. LAMBERT
Assistant Librarian, Technical Services
Nimitz Library
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ROBERT R. LANE
Director
Air University Library
Maxwell Air Force Base
Montgomery, Alabama   36112

LOIS V. LEACH
Head Librarian
Armed Forces Staff College
Norfolk, Virginia   23511
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JEWELL M. LEMLEY
Reference Librarian
U.S. Army Missile and Munitions Center
  & School
Redstone Arsenal
Huntsville, Alabama   35809
Autovon: 746-7425

CLAUDIA LEVY
Librarian
Technical Library
Code 202.3
Charleston Naval Shipyard
Charleston, South Carolina   29408
Autovon: 794-3902

MARIE J. LINDSEY
Chief Librarian
Grandstaff Library
Building 2109
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Head, Government Documents
  & Technical Reports
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Annapolis, Maryland   21402
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CATHRYN C. LYON
Head, Technical Information Division
NSWC/DL
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D. LOUISE MACLEAN
Base Librarian
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LULA W. MADDOX
Head, Technical Publications Section
Technical
CT-176, Technical Information
  Department
Naval Air Test Center
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Deputy Head
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JOAN M. MAIER (Dr.)
Chief, Library Services
NOAA
Department of Commerce
Boulder, Colorado   80302

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Royal Canadian Military Institute
163 Heath Street, East
Toronto
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Indexer
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Autovon: 736-2256

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Autovon: 486-6715

MILDRED McMORRIS
Chief Librarian
Recreation Services Library
Building 33500
Fort Gordon
Augusta, Georgia   30905
Autovon: 780-2449

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Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
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ADAM M. MECINSKI
Head, Reference
Nimitz Library
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Annapolis, Maryland   21402
Autovon: 281-2233

HERMAN W. MILES
Deputy Administrator
Defense Documentation Center
Cameron Station
Alexandria, Virginia   22314
Autovon: 284-6882

GLADYS MITCHELL
Collections Development Librarian
NDHQ Main Library
Department of National Defense
101 Colonel By Drive
Ottawa
Ontario, Canada   KIA OK2

CHARLES MOORE
Chief, Library Services Branch
U.S. Army Foreign Science
  & Technology Center
220 Seventh Street, N.E.
Charlottesville, Virginia   22901
Autovon: 274-7513

SHARON C. MORONI
Station Librarian
Naval Station Library
Box 14
Guantanamo Bay
FPO New York   04593

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Chief, Technical Services Branch
U.S. Army War College
Carlisle Barracks, Pennsylvania   17013
Autovon: 242-4704

RUTH MULLANE
Army Library
Pentagon
Washington, D.C.   20310

MARGARET (JIMS) MURPHY
Chief, Technical Library
AMMRC
Watertown, Massachusetts   02172
Autovon: 955-3460

MARY A. MURPHY
Librarian (Acting Chief)
Eglin Technical Library
Eglin Air Force Base
Valpariso, Florida   32542
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Chief Librarian
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Box 22
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Building P-411
Fort Stewart
Savannah, Georgia   31313

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Administrative Librarian
Conrad Technical Library
U.S. Army Signal School
Fort Gordon
Augusta, Georgia   30905
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Staff Librarian
U.S. Army Forces Command
ODCSPER, PSD, RSD
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Chief Librarian
Fort Frontenae Library
Kingston
Ontario, Canada   K7K 2X8

MARIE T. O'MARA
Naval Regional Librarian, Groton
Box 16
Naval Submarine Base, New London
Groton, Connecticut   06340
Autovon: 241-3320

INGJERD O. OMDAHL
Staff Librarian
HQ USA Material Development
   & Readiness Command
5001 Eisenhower Avenue
Alexandria, Virginia   22333
Autovon: 294-8087

GROVER P. PARKER
Chief, Technical Library
Wright-Patterson Air Force Base
Dayton, Ohio   45433
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BERNICE Z. PARKS
Librarian
North Central Division
U. S. Army Corps of Engineers
536 South Clark Street
Chicago, Illinois   60605
Commercial: (312) 353-5038

KAREN PATRIAS
Administrative Librarian
Technical Reference Library
Naval Medical Research Institute
National Naval Medical Center
Bethesda, Maryland   20014
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GLORIA N. PERDUE
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2233

NANNETTE M. POPE
Head, Library Services
Armed Forces Radiobiology Research
National Naval Medical Center
Bethesda, Maryland   20014
Autovon: 295-0428

ROSA POPE
Recreation Services Library System
U.S. Army Infantry Center, Building 394
Fort Benning
Columbus, Georgia   31905
Autovon: 835-1769

LUCILLE S. PORTER
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2233

DIANA PROESCHEL
Library Director
HQ USA 90
Box 4869
APO San Francisco, California   96248
Autovon: 637-1817

LOUIS RAINS
Technical Information Officer
Office of Naval Research, Boston Branch
495 Summer Street
Boston, Massachusetts   02210
Autovon: 955-8309

ROSE RAMON
U.S. Naval Regional Medical Center
GUAM MI
FPO San Francisco, California   96630

ROBERT H. REA
Chief, User Liaison Office
DDC, Building 5
Cameron Station
Alexandria, Virginia   22314
Autovon: 284-6881

GWENDOLYN L. REDD
Administrative Librarian
Abrams Library, Building 2102
Fort McClellan
Anniston, Alabama   36201
Autovon: 865-3715

DOROTHY A. REDMOND
Chief Librarian
Library Service Center
Fort Leonard Wood
Waynesville, Missouri   65473
Autovon: 581-5431

RUTH E. REED
Librarian
FL 2830, Technical Library
FTD/NICD
Wright-Patterson Air Force Base
Dayton, Ohio   45433
Autovon: 787-3531

A.S. REEVES
Information Scientist
CRAD/DSIS
Department of National Defence
101 Colonel By Drive
Ottawa, Canada   K1A 0K2

ROSAMOND H. RICE
Reference Librarian
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
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Assistant Law Librarian
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PEARL O. ROBINSON
Librarian
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   Philadelphia
Building 633
Philadelphia, Pennsylvania   19112
Autovon: 443-3922

PHILLIP ROCHLIN
Director, Technical Information
   Division
Naval Ordnance Station - Technical
   Library
Indian Head, Maryland   20640
Autovon: 364-4742

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Administrative Librarian
Naval Aerospace Medical Institute
Building 1953 - Code 12
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MARY FRANCES ROGERSON
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Librarian
U.S. Naval Oceanographic Office
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Washington, D.C.   20373
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Adelphi, Maryland   20783

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Room 633, Ballston Tower No. 1
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CHARLOTTE R. SAIT
Librarian
Naval Facilities Engineering Command
200 Stovall Street
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Autovon: 221-8507

LAUREL B. SAUNDERS
Chief Librarian
Technical Library AD-L
White Sands Missile Range
White Sands, New Mexico   88002
Autovon: 258-1317

RUTH SCHLEY
Deputy Chief
National Security Agency
Fort George G. Meade
Odenton, Maryland   20755
Autovon: 235-0111

BENJAMIN SCHNEIDER (Dr.)
Department of Psychology
University of Maryland
College Park, Maryland   20740

EARL R. SCHWASS
Director
Naval War College
Newport, Rhode Island   02840
Autovon: 948-2641

MARY L. SHAFFER
Director
The Army Library
Pentagon
Washington, D.C.   20310
Autovon: 225-5346

SUSAN M. SHELLEY
Chief Librarian
Forscom Reference Library, Building 224
Fort McPherson
Atlanta, Georgia   30330
Autovon: 588-3218

HARRY R. SKALLERUP
Associate Director
Nimitz Library
U.S. Naval Academy
Annapolis, Maryland   21402
Autovon: 281-2800

JACQUELINE W. SLIVKA
Chief Librarian
Naval Weapons Station
Yorktown, Virginia   23691
Autovon: 953-4726

A. SMYTHE
Supervisory Librarian
David Taylor Naval Ship Research
   & Development Center
Annapolis, Maryland   21402
Autovon: 281-2757

PAUL SPINKS
Librarian
Dudley Knox Library
Naval Postgraduate School
Monterey, California   93940
Autovon: 878-2341

BARCLAY A. STITH
Reference Librarian
Conrad Technical Library
U.S. Army Signal School
Fort Gordon
Augusta, Georgia   30905
Autovon: 780-3922

GLENN S. STOVER
Chief, Technical Library
U.S. Army Yuma Proving Ground
Yuma, Arizona   85364
Autovon: 899-2527

NELLIE B. STRICKLAND
Director, Army Library Program
Office of the Adjutant General
(Code DAAG-RE-L)
Washington, D.C.   20314

BENARD STRONG
Institute for Military Assistance
Fort Bragg
Fayettesville, North Carolina   28307
Autovon: 236-9383

HELEN TALIAFERRO
Command Librarian
Military Airlift Command
HQ MAC/DPSRL
Scott Air Force Base
Bellville, Illinois   62225
Autovon: 638-3228

JUANITA W. TAYLOR
Administrative Librarian
Presidio Post Library System
Building 386
Presidio of San Francisco
San Francisco, California   94129
Autovon: 586-3448

FRED W. TODD
Chief Librarian
Aeromedical Library
U.S. Air Force School
   of Aerospace Medicine
Brooks Air Force Base
San Antonio, Texas   78235
Autovon: 240-3725

DOROTHY TOMPKINS
Chief Librarian
USA Intelligence Center & School
   (USAICS)
Fort Huachuca
Sierra Vista, Arizona   85613
Autovon: 879-5930

RUTH R. TOWNSEND
Eighth Army - Staff Librarian
Recreation Services Agency, Korea
APO San Francisco, California   96301
Autovon: 262-3627

IRIS VARELA
HQ USAFE/DPSRL
APO New York   09012
Autovon: 494-6835

NORMAND VARIEUR
Chief, Science & Technical
  Information Division
Picatinny Arsenal
Building 59
Dover, New Jersey   07801
Autovon: 880-2914

ALREETA VIEHDORFER
AFAPC Command Librarian
AFAPC
3800 York Street
Denver, Colorado   80205
Autovon: 555-6062

GEORGE K. VROOMAN
Chief, Science & Technical
  Information Division
Watervliet Arsenal
Watervliet, New York   12189
Autovon: 974-5613

ARTHUR E. WADE
Chief Cataloger
Walter Reed Army Medical Center
  Library
Washington, D.C.   20012
Autovon: 291-3614

LILLIAN M. WALSH
Supervisory Librarian (Chief)
Post Library
Carlisle Barracks, Pennsylvania   17013
Autovon: 242-3718

NANCY WALSH
Library Director
Industrial College of the Armed Forces
Fort McNair
Washington, D.C.   20319

JACK C. WARD
Chief, Technical Library Division
Edgewood Arsenal
Aberdeen Proving Ground,
  Maryland   21010
Autovon: 584-2934

STELLA K. WATANABE
Chief Librarian
Library Service Center
APO San Francisco, California   96553
Autovon: 430-0111

JOYCE C. WATLINGTON
Human Factors Data Bank
U.S. Army Human Engineering Laboratory
Aberdeen Proving Ground,
  Maryland   21005
Autovon: 283-4728

C.R. WATT
A/Chief Librarian
Massey Library
Royal Military College of Canada
Kingston
Ontario, Canada   K7L 2W3

JOSEPHINE E. WEAVER
Chief Librarian
Davis Library
Fort Devens
Ayer, Massachusetts   01433
Autovon: 256-2431

SYLVIA J. WEBBER
Chief/Technical Library
HQ Army Material Development
  & Readiness Command
5001 Eisenhower Avenue
Alexandria, Virginia   22333
Autovon: 284-8152

EGON A. WEISS
Library Director
U.S. Military Academy Library
West Point, New York   10996
Autovon: 688-2209

JANICE WESTON
Chief Librarian
U.S. Army Ordnance Center & School
Attention: ATSL/ASL
Aberdeen Proving Ground,
  Maryland   21005
Autovon: 283-4991

MARGARET E. WHITEHILL
Base Librarian
Langley Air Force Base
Hampton, Virginia   23665
Autovon: 432-3078

A. JANELLE WILLIAMS
Chief, Library/Learning Center
USATSCH
Fort Eustis
Newport News, Virginia   23604
Autovon: 927-5563

MARY ELLEN WILLIAMS
Reference Librarian
Navy General Counsel Library
Room 450, Crystal Plaza Building 5
Washington, D.c.   20360
Commercial: (202) 692-7378

ORRINE L. WOINOWSK
Administrative Librarian
Air Force Human Resources Laboratory
Stop No. 63
Lackland Air Force Base
San Antonio, Texas   78236
Autovon: 473-3720

TED WOLFE
Technical Information Office
  (MAT-03T2)
Chief, Navy Material Command
Washington, D.C.   20360

HELEN L. WOODY
Administrative Librarian
6570 AMRL/DAL Library
Wright-Patterson Air Force Base
Dayton, Ohio   45433
Autovon: 785-4351

KATHY YOUEL
Naval Undersea Center Library
San Diego, California   92132

CATHERINE ZEALBERG
Library Director
U.S. Army War College
Carlisle Barracks, Pennsylvania   17013

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18th - 1974:   Fort Huachuca
               Arizona
               (Proceedings: AD A015 886)

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Presentations dealt with proper identification of goals and needs of organizations, tips about effective use of common publicity tools, reviews of successful publicity programs and techniques for evaluating PR programs. (cont on p. 3)

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